



# traralgon growth area framework

traralgon growth areas review

august 2013





This Traralgon Growth Area Framework was prepared by **hansen partnership** as part of the Traralgon Growth Areas Review.

This Traralgon Growth Areas Review is a shared initiative of the Victorian State Government and Latrobe City Council.

August 2013

## table of contents

<b>1</b>	<b>introduction.....</b>	<b>5</b>		
1.1	purpose of report.....	5		
1.2	need for the growth area review .....	5		
1.3	background to project .....	5		
1.4	consultation .....	7		
<b>2</b>	<b>latrobe context.....</b>	<b>8</b>		
2.1	regional context.....	8		
2.2	traralgon in the wider princes highway corridor.....	10		
2.3	previous attempts to artificially direct urban growth .....	11		
<b>3</b>	<b>how much growth?.....</b>	<b>12</b>		
3.1	how many more people?.....	12		
3.2	how many more dwellings?.....	14		
3.3	how much more residential land is required?.....	16		
<b>4</b>	<b>how much land is available .....</b>	<b>19</b>		
4.1	how much residential land is presently available .....	19		
4.2	existing identified future residential land .....	21		
4.3	industrial land.....	23		
4.4	bulky goods retailing .....	23		
<b>5</b>	<b>how much additional land could be made available? .....</b>	<b>25</b>		
5.1	physical constraints.....	25		
5.2	other development constraints.....	26		
<b>6</b>	<b>deciding' how traralgon should grow .....</b>	<b>28</b>		
6.1	directions from planning policy.....	28		
6.2	givens .....	31		
6.3	criteria for making a decision .....	32		
6.4	options to be assessed .....	32		
<b>7</b>	<b>development capacity south of the latrobe river .....</b>	<b>36</b>		
7.1	theoretical development potential to the south of the latrobe river .....	37		
<b>8</b>	<b>traralgon growth area framework: principles.....</b>	<b>40</b>		
<b>9</b>	<b>growth area framework .....</b>	<b>42</b>		
9.1	residential.....	45		
9.2	industrial land .....	50		
9.3	commercial activity and activity centres .....	52		
9.4	community facilities and public open space .....	55		
9.5	transport and movement .....	57		
<b>10</b>	<b>Implementation .....</b>	<b>59</b>		
10.1	staging.....	59		
10.2	development of growth areas .....	59		
10.3	further work to be undertaken .....	60		

## figures

Figure 1: study area .....	6
Figure 2: regional context.....	9
Figure 3: population of latrobe city towns 1991 to 2011 .....	10
Figure 4: population increase - 1991 to 2011.....	11
Figure 5: proportion of population 1991 and 2011 .....	11
Figure 6: traralgon - alternative population forecasts to 2051 .....	13
Figure 7: additional dwellings required - cumulative 2006 to 2051 .....	15
Figure 8: additional dwellings required every 5 years .....	15
Figure 9: greenfield land required residential each 5 years, assumptions – 5% infill, 8.5 lots/ha gross.....	18
Figure 10: greenfield land required residential – cumulative, assumptions – 5% infill, 8.5 lots/ha gross .....	18
Figure 11: greenfield land required residential each 5 years, assumptions – 10% infill, 12.8 lots/ha gross.....	18
Figure 12: greenfield land required residential – cumulative, assumptions – 10% infill, 12.8 lots/ha gross .....	18
Figure 13: UDP residential land supply (2010) .....	19
Figure 14: essential economics land supply assessment .....	20
Figure 15: zoning map .....	22
Figure 16: consolidated constraints .....	27
Figure 17: option areas .....	33
Figure 18: available land (south of the Latrobe River) .....	39
Figure 19: development areas .....	43
Figure 20: growth areas framework .....	44
Figure 21: residential land development .....	49
Figure 22: industrial land development .....	51
Figure 23: commercial.....	54
Figure 24: community facilities and public open space .....	56
Figure 25: transport and access.....	58
Figure 26: development staging plan .....	62
Figure 27: urban amenity buffer (australian paper mill).....	63

## 1 introduction

### 1.1 purpose of report

The purpose of the Traralgon Growth Areas Review (TGAR) project is to:

- Prepare a Growth Area Framework for Traralgon and surrounding areas including Glengarry and Tyers; and
- Prepare a more detailed Structure Plan for an area to the north of the existing Princes Highway between Traralgon and Morwell (the *Traralgon West Structure Plan*).

This report represents the second part of the project. It presents a Growth Areas Framework Plan for Traralgon and its surrounds, following a Background Report.

### 1.2 need for the growth area review

Opportunities for the long term growth and expansion of Traralgon are heavily constrained and Latrobe City Council does not presently have a long term urban growth strategy for the town. This project seeks to provide a framework for growth until 2051, allowing strategic decisions to be made in a coordinated manner. It should be noted however, that development parcels identified within this document have the potential to accommodate development well beyond this timeframe depending on how efficiently the land is used.

The need for the project has arisen as a consequence of the State Government's decision to locate the future Traralgon Bypass along its northernmost alignment, thus affecting land that had previously been identified as Traralgon's major urban growth corridor. As summarised:

*“The Victorian government's decision to nominate the northern most alignment for the future Traralgon Bypass has directly impacted on the adopted Traralgon – Morwell Corridor Concept Plan 2007 which had earmarked a large area of land (approximately 500 ha) for future urban growth that is now south of the bypass alignment.*

*Latrobe Council must now revise its current strategies to accommodate future urban growth as development of land south of the bypass area to form part of Traralgon's future urban area is not a desirable or feasible settlement outcome.”*

Work undertaken by the Department of Planning and Community Development through the Regional Urban Development Program (DPCD, 2010 - p29) indicated that Traralgon may have had as little as 4 to 11 years supply of residential land available (based on existing development trends) prior to recent rezonings. Council needs to prepare an urban growth strategy to show how the growth and development of Traralgon can be accommodated in the long term to avoid a similar scenario. This will also allow for the coordinated development of significant urban infrastructure investments. The purpose of this project, and of this report, is to develop a framework to explain how that can happen.

### 1.3 background to project

This project builds on earlier work undertaken by Parsons Brinckerhoff which included extensive background research and analysis and the preparation of a Draft Structure Plan. It is the intention of Council that this current project use and build upon that earlier work wherever appropriate. Accordingly this report relies upon the following documents:

- *Draft Traralgon Growth Areas Review (TGAR) – Sustainable Options Report*, Parsons Brinckerhoff, September 2010
- *Draft Traralgon and Surrounds Structure Plan*, Parsons Brinckerhoff, September 2010

The project also draws on work which was undertaken as part of the *Small Town Structure Plans: Boolarra, Glengarry and Tyers* in 2010 (noting that this framework addresses only Tyers and Glengarry as Boolarra is located beyond the study area).

The project will build on various strategies and studies already completed by Latrobe City Council, as well as those currently under preparation. These are identified more fully in the *Traralgon Growth Areas Review: Background Report* which forms part of the suite of documents.

The area which has been considered as part of this project is illustrated on the following page.

# traralgon growth area framework study area

legend

study area 



Project Ref: 11.101  
Dwg No.: DWG-013  
Scale: 1:30000 @ A1  
1:60000 @ A3  
Date: 14.08.2013  
Revision: D



Figure 1: study area

## 1.4 consultation

A range of consultation events have informed the Traralgon Growth Areas Framework, which are briefly summarised below:

- A range of background investigations and workshops held in September 2009.
- Public exhibition for a period of 32 weeks from 9 April 2012 until 16 November 2012.
- Council officers and project consultants met with over 250 people during four targeted workshops and over 50 one-on-one meetings at the Traralgon RSL from 1 May 2012 until 3 May 2012.
- As part of the community consultation process Council officers posted approximately 950 letters to the following groups:
  - Directly affected landowners
  - Statutory agencies, referral authorities, Council officers
  - Private land surveyors, development consultants, builders, and major employers.
- Two public notices were published in the Latrobe Valley Express in April 2012.
- Community meetings with interested parties regarding the TWSP in particular the proposed AP Buffer, were held on 7-9 August 2012 attended by approximately 90 people.
- A series of follow up meetings held in August 2012 to provide additional information of the Australian Paper Amenity Buffer.
- A range of further meetings to resolve issues around the paper mill buffer with Residents Groups, Australian Paper and the EPA.
- A number of Councillor briefings during 2013.
- Opportunities to provide formal submissions regarding the draft document were also provided and the response to these submissions is documented at Appendix 1.

## 2 Latrobe context

### 2.1 regional context

The following context regarding the municipality of Latrobe was provided in the study brief:

*“Latrobe City is centrally located in eastern Victoria approximately two hours east of Melbourne. The City has a combined population of over 70,000 and includes the three main towns of Traralgon, Morwell, Moe, the satellite town of Churchill and the smaller townships of Toongabbie, Glengarry, Tyers, Yallourn North, Traralgon South, Yinnar, and Boolarra. Traralgon is the largest town within the municipality with a population of approximately 21,700.*

*Traralgon serves as the primary commercial and employment centre servicing a regional catchment. The centre performs a number of economic roles, including:*

- *sub-regional shopping destination;*
- *major government services focus, including regional offices of local, State and Commonwealth Government;*
- *strong commercial and employment service offering, including financial, legal, property and technical services as well as job search and recruitment agencies;*
- *large group of health service professionals; and*
- *education services*

*Traralgon is also located on the main train line to the east of Melbourne, known as the Bairnsdale line and together with nearby Warragul, is a designated Transit City, under State government guidelines.*

*Latrobe Valley generates 85 percent of Victoria’s electricity and contains vast deposits of brown coal. The natural environment contains nationally significant rainforest in the Strzelecki Ranges, endangered remnant grasslands of the Gippsland Plains, and includes parts of seven water supply catchments.*

*A key priority and action of the City Planning Business Plan (2011/2012 – 2014/2015) relevant to this project is to progress a planning scheme amendment to implement the adopted recommendations of the Traralgon Growth Areas Review.”*

The draft Regional Growth Plan (2013) identifies that “current projections indicate that by 2041 the Gippsland region is expected to grow by 116,000 to reach a total population of 386,000 (Victoria in Future 2012 population projections, unpublished, 2012). The projected growth rate of 1.19 per cent per annum is similar to other growth rates across regional Victoria, but is higher than historical rates of growth for the region (one per cent growth rate achieved since 1996). The total number of additional people will be significantly higher than the 60,000 people added to the region over the previous 30 years. Population growth will not occur evenly across the region, with most of the region’s growth focused on Traralgon, Bairnsdale, Wonthaggi, Warragul and Drouin.” The draft statement on Latrobe City (p 40) is identified below

#### **Latrobe City as Gippsland’s regional city**

The regional city provides a focus for future regional investment to help achieve the momentum necessary for a more diverse and resilient economy, capable of attracting more specialised services and enhancing access to goods and services otherwise only available in metropolitan Melbourne.

Significant assets such as the Latrobe Regional Hospital, Latrobe Regional Airport, the university campus at Churchill, manufacturing and commercial functions, and rail and road transport connections provide a platform to support a knowledge-driven economy directed at utilising the region’s resources in new and sustainable industries.

Future directions for the regional city will include integrated planning across the four urban centres to provide adequate land supply for residential and employment uses, and planning for infrastructure to meet the needs of a growing and changing population, business and industry (refer to Map 9). An assessment of urban land supply indicates a potential yield in excess of 13,000 residential lots has been identified to meet future demand. This supply is sufficient to meet the additional 7800 households required by 2041 based on indicative population estimates. Efficient and reliable transport connectivity between the four centres will be important to enable full integration of their respective services and facilities, including access to employment, education and housing choices.

Success in growing Latrobe City as a single urban system will support growth within the Princes Highway corridor, including in the regional centres of Bairnsdale and Sale. Accessibility to employment opportunities and higher order services in Latrobe City will enhance Bairnsdale and Sale as alternative locations of choice.

The regional context is illustrated graphically on the following page.



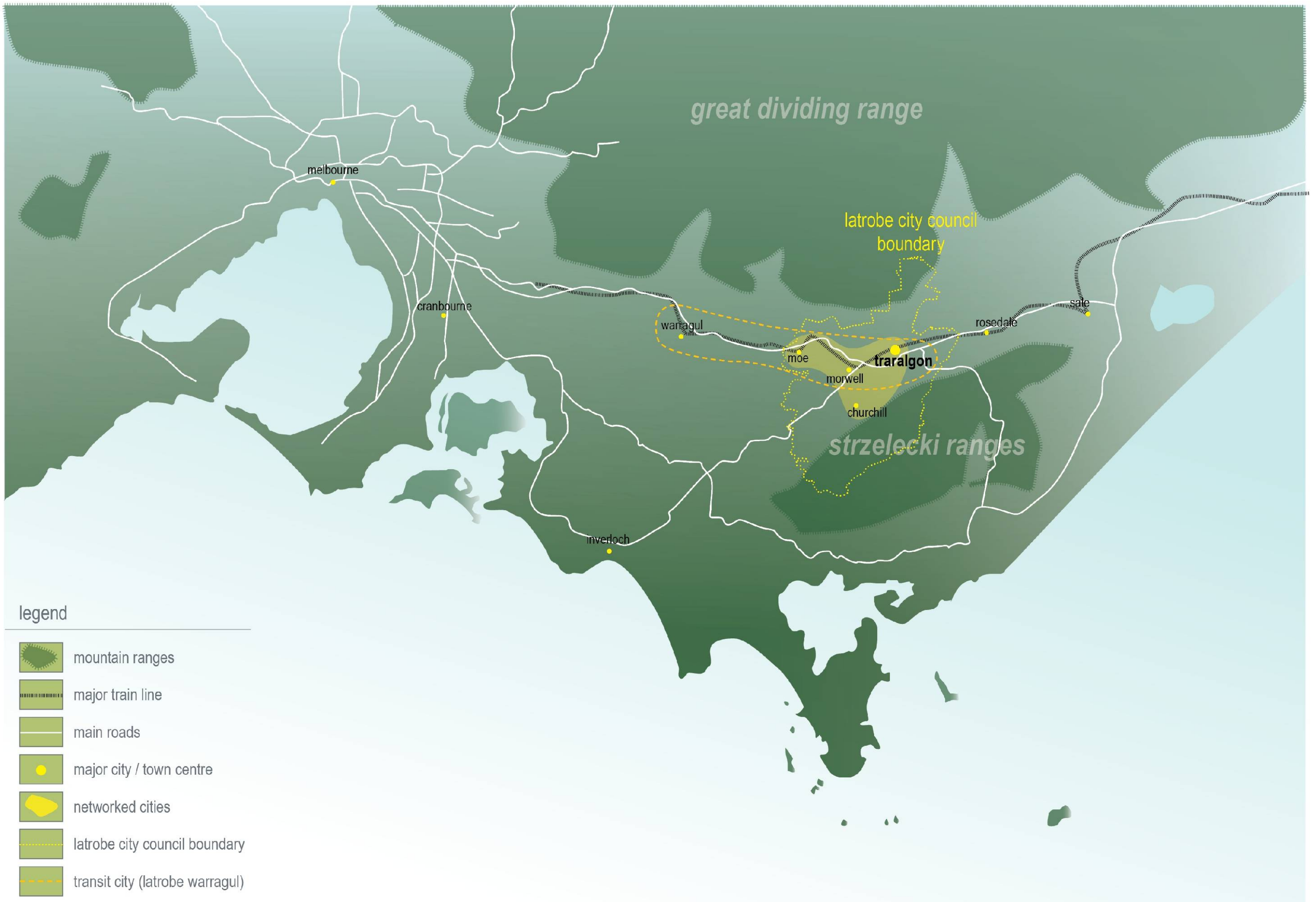


Figure 2: regional context

### importance of continued growth of traralgon to latrobe city

To date, all towns within Latrobe City and its surrounds (with the possible exception of Morwell over more recent years) have experienced what might be termed 'natural growth' - i.e. their growth has not been stopped or slowed by physical constraints that have prevented the town from experiencing naturally occurring population growth or investment based on the attractions of the town as a place to live, work and invest. Morwell, whilst still having land available for future urban development, is heavily constrained by coal resources and the Australian Paper Mill and has been for some time. This is likely to have affected its growth and development, and its attractiveness as a place to live and invest over the past decade or so, although anecdotally industrial development has recently been increasingly focussed on Morwell.

Given this context, the experience over the 20 years from 1991 to 2011 may be seen as a reasonable reflection of the relative importance of the growth of each town and to the growth and prosperity of the municipality overall. During this period Traralgon is the only town in Latrobe City to have grown (see Figure 3). Moe, Morwell and Churchill all lost population between 1991 and 2011.

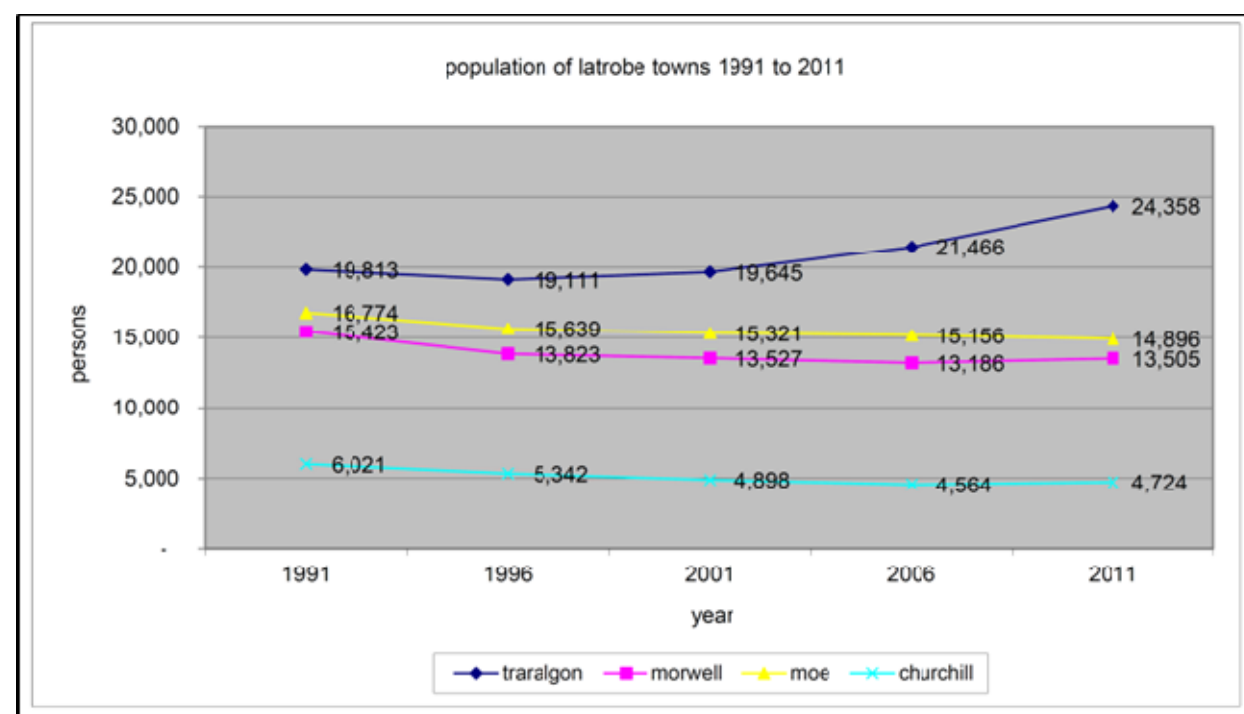


Figure 3: population of latrobe city towns 1991 to 2011

The loss in population that occurred in all Latrobe Valley towns during the mid to late 1990s is largely due to the very significant economic restructuring that occurred in the Valley during that time, with the privatisation of the mining and power generation industry. All towns, including Traralgon, lost population during that period. Since 1996 population

losses have stabilised in the other towns and Traralgon has experienced a reasonable rate of population growth. The increased rates of growth in Traralgon over this period are also likely to be caused in part by significant new investment at the eastern end of the Valley at Loy Yang, perceptions of residential amenity, and the range of services and facilities available in the town.

The importance of Traralgon's growth to the development of both Latrobe City and the wider Gippsland region is highlighted in the recently released draft Gippsland Regional Growth Plan (2013).

### 2.2 traralgon in the wider princes highway corridor

In a wider regional context, Traralgon is part of a linear region that extends along the Princes Highway from Drouin in the west to Sale in the east.

Figure 5 shows the population for each of the towns in that corridor from 1991 to 2011. Relative observations are:

- Traralgon, Drouin and Warragul (which are located at the western end of that corridor outside Latrobe City) are the only towns to have grown between 1991 and 2011. Growth in Drouin and Warragul is partly driven by proximity to the outer urban fringe of Melbourne.
- While Traralgon experienced the greatest real increase, both Drouin and Warragul experienced a significant total increase in population in the period, and experienced greater proportional growth than Traralgon..
- Most other towns in the corridor, including the smaller Baw Baw towns (other than Trafalgar and Yarragon with small increases) experienced population decline.

Traralgon is the only town beyond relatively easy commuter distance to Melbourne that grew during the period from 1991 to 2011.

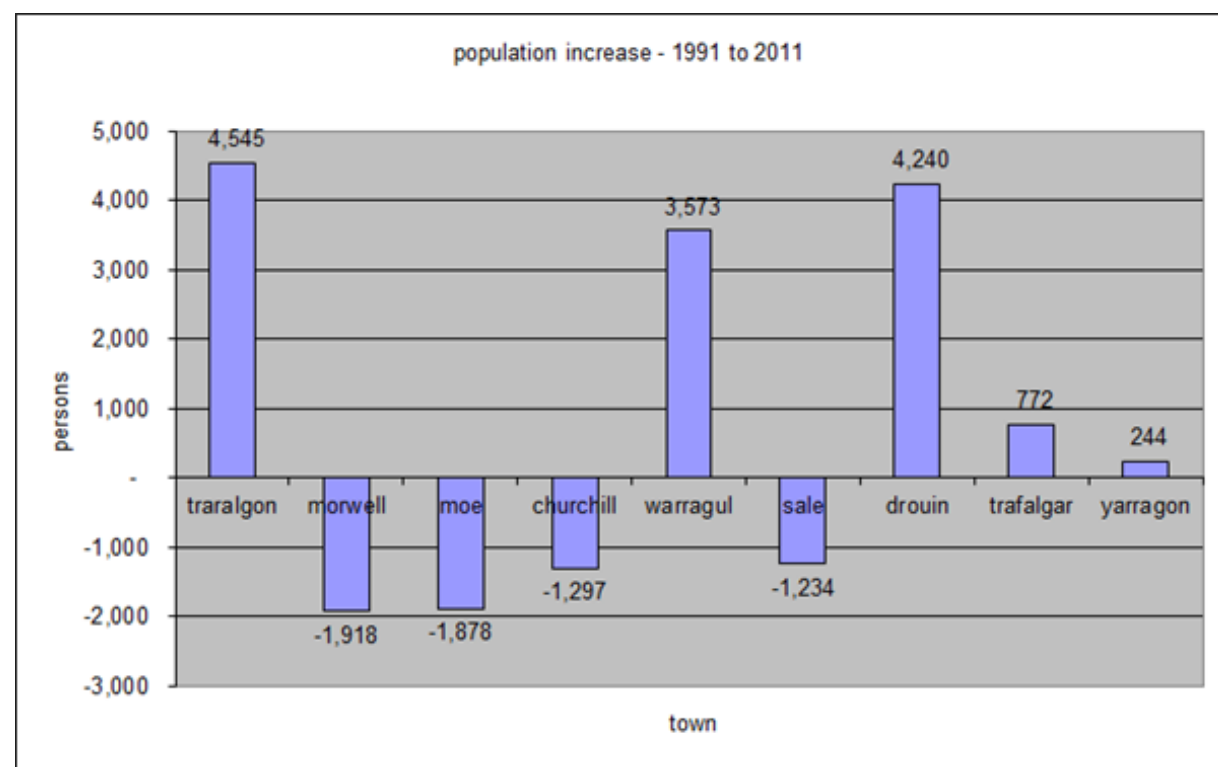


Figure 4: population increase - 1991 to 2011

### 2.3 previous attempts to artificially direct urban growth

Clearly Traralgon has experienced the most growth and development in the municipality over the past 20 years, and beyond.

A key question relevant to this project is: If Traralgon cannot continue to grow in the long term, what impact is that likely to have on the future growth and prosperity of the municipality as a whole?

There is a previous example of an attempt to establish a 'new town' and to 'artificially' plan to accommodate population growth in the municipality in the past, contrary to 'natural' urban growth pressures. In the late 1970s the town of Yallourn was removed to gain access to coal resources beneath the town. The new town of Churchill was established to the south of Morwell, in part to accommodate population displaced from Yallourn, and in part to accommodate what at the time was forecast to be rapid population growth in the Valley, as a result of very significant planned expansion of the power generation industry. Expansion of the power industry did not occur at the level anticipated. A review of the population growth rates that have subsequently occurred at Churchill, suggest that despite major infrastructure investment (such as the establishment of a campus of Monash University in the town) Churchill has not been effective in attracting a significant proportion of the population growth that has occurred in the municipality since the town was established. While Churchill is beginning to experience some demand for residential

development, it is not on the scale of that seen in established towns. Furthermore, the location off the key transport corridor of the Princes Highway will continue to influence development pressures.

Most of the population growth that has occurred in the municipality in recent times has gone to Traralgon, which is accommodating an increasingly larger proportion of the municipality's urban population over time. In 2011 Traralgon accommodated some 42% of the urban population of the municipality, up from 34% in 1991. Between that period Traralgon grew by some 4,545 people, whilst all other towns within the municipality lost population.

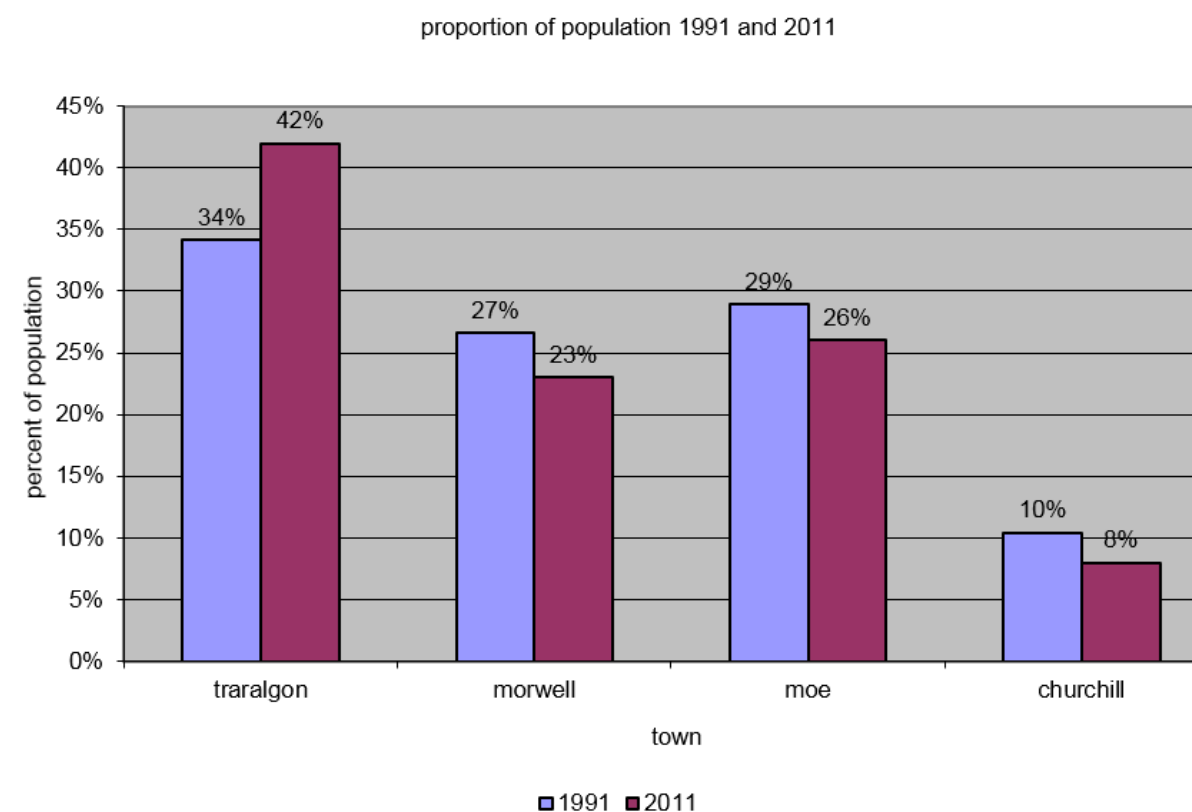


Figure 5: proportion of population 1991 and 2011

It is considered that there is a real risk to the long term growth and prosperity of the municipality if Traralgon cannot continue to accommodate residential growth in the longer term. This risk also affects the broader Gippsland region, as the development of Traralgon (as the strongest settlement of the Regional City) is highlighted as a key factor in the growth and development of the wider Gippsland region through the recent draft Regional Growth Plan.

### 3 how much growth?

In terms of anticipating the likely needs for future urban growth and development in Traralgon there are a number of key considerations:

- How many people are expected to live in Traralgon in the future?
- How many dwellings are likely to be needed to accommodate the forecast population growth?
- How much land is likely to be required to accommodate the anticipated number of dwellings?

This section addresses each of these issues, all of which relate to residential development. Residential development is generally the largest land use element of a city. Other incidental components of an urban area such as open space and land for schools, community services and facilities etc, generally relate to population, and can be taken into account as part of gross land area estimates related to residential development.

Industrial land is the other major land use element that needs to be considered in assessing how much land is likely to be required for urban development in Traralgon in the long term. This is also addressed in this section of the report.

Land for activity centres and bulky goods uses comprises a relatively small component of urban land overall. In Traralgon's case, the *Traralgon Activity Centre Plan* will provide a vision for a town centre that will accommodate the needs of a substantially larger population in Traralgon, without any increase in land area. Accordingly whilst activity centre locations are shown in the framework plan, land area requirements for activity centres have not been separately identified. Bulky goods retailing is addressed at Sections 4.4 and 7.3 of this report.

#### 3.1 how many more people?

A number of different population growth forecasts have been prepared for Latrobe City and Traralgon over the past few years. Each of these is based on slightly different assumptions, geographical areas and timeframes. To understand the population outlook for Traralgon it is necessary to understand the differences between each of these forecasts and to extrapolate them to a common timeframe. This has been done by continuing the annual growth rates inherent in each forecast from their start to end date, out to 2051. The year 2051 is adopted as the planning horizon for this project, given the need to examine the availability of land around Traralgon for future urban expansion in the long term. The following provides a summary of population growth forecasts which have been prepared for Latrobe City and Traralgon:

#### **victoria in future 2012**

- Victoria in Future (VIF) provides population forecasts to 2031, for both the municipality of Latrobe and the Traralgon SLA, which includes rural areas and smaller settlements to the north and south of Traralgon.
- Based on estimated resident population.

#### **forecast id**

- Provides forecasts to 2031.
- Relates to what appears to be the Statistical Local Area (SLA) of Traralgon.
- Based on estimated residential population.

#### **essential economics**

- Provides forecasts as part of the *Residential and Rural Residential Land Assessment Project* undertaken for Council in 2009.
- Figures relate to the Traralgon SLA.
- Provides forecasts to 2023.
- Presents three scenarios: high, medium and low growth.

#### **parsons brinckerhoff**

- Adopted the high growth scenario from the Essential Economics report, and extrapolated to 2051.

Figure 6 (on the following page) illustrates the difference between each forecast once they have been adjusted to extend to 2051. The following observations can be made:

- The forecast id and the Essential Economics High Growth forecasts assume a similar rate of growth, but have a different starting population for 2006.

- The Victoria in Future 2012 forecast has an average annual growth rate (1.46%), which is the highest of all growth rates. The VIF2012 forecasts are based on 2011 census and are based on a 2011 population of 31,105 which approximates the 2011 population of the Essential Economics forecast, even though they were prepared a number of years ago.

For the purposes of this report the Essential Economics forecasts are proposed to be used. The growth rate for the high growth forecast is consistent with the forecast ID forecast. The low growth scenario provides a moderating forecast, approximating the VIF 2012 forecast.

As a consequence the additional population that might be expected in Traralgon between 2011 and 2051 is shown in the following table. It should be noted that the additional population increase between 2011 and 2051, if based on VIF 2012 forecast the estimated population in 2051 would be some 55,623 people, some 3,700 persons more than the Essential Economics high growth scenario.

council adopted population forecast for traralgon – 2011 to 2051					
scenario	2011 (persons)	2051 (persons)	additional (people)	ave. annual change (persons)	ave. annual % change
Low	30,145	44,345	14,200	355	0.97%
medium	30,403	48,043	17,640	441	1.15%
High	30,673	51,913	21,240	531	1.32%

Table 1: council adopted population forecast for traralgon – 2011 to 2051

It is noted that recent population estimates identified in the draft Regional Growth Plan identifies that beyond existing anticipated growth in Traralgon:

*“Significant new investment in the region, particularly efforts to develop clean and renewable energy, and to foster supporting research and advanced manufacturing sectors could help attract a higher population of up to 465,000 by 2041. This upper range figure envisages that Latrobe City, as the regional city, comprising Moe, Morwell, Traralgon and Churchill, will experience significant population and economic growth.”*

This higher figure is almost 80,000 people higher than the baseline projection of 386,000 by 2041 for the region and it can be presumed that this additional growth is likely to occur primarily within Latrobe City.

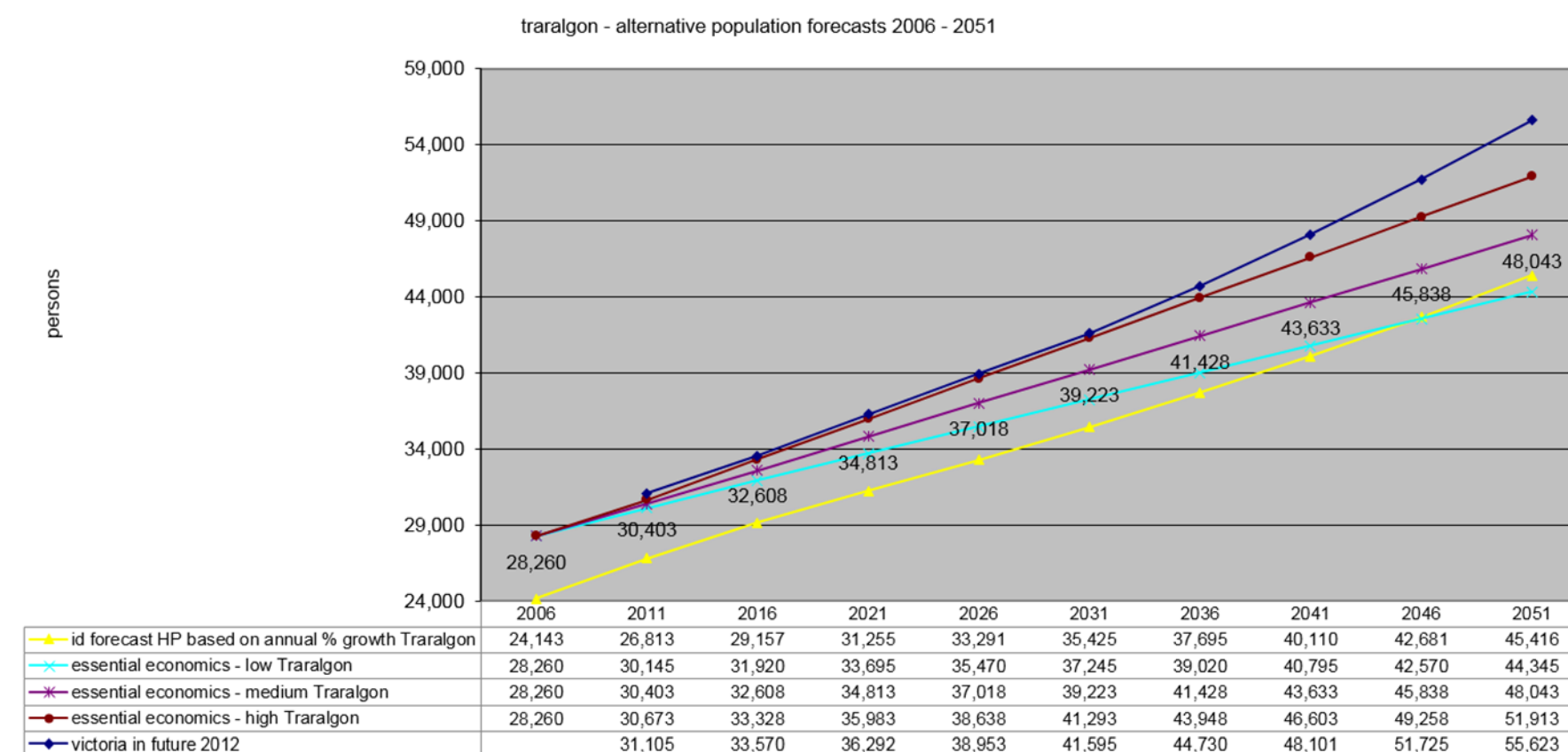


Figure 6: traralgon - alternative population forecasts to 2051

### 3.2 how many more dwellings?

A number of estimates have been prepared in past studies of the number of additional dwellings likely to be accommodated in Traralgon into the future. The number of dwellings estimated to be required is generally based on the population forecasts identified by each source, adjusted in different ways, but generally allowing for changes in the number of persons per occupied household, the proportion of dwellings occupied etc.

The exception to this is work undertaken by the Department of Planning and Community Development (DPCD) as part of the Regional Urban Development Program (UDP). That report provides two scenarios. One is based on the population forecasts contained in VIF 2008. The other is an alternative scenario based on dwelling approvals and residential lot creation figures in the municipality. This alternative scenario was prepared due to the high rates of dwelling approvals that have recently been experienced in the municipality, particularly in Traralgon, and the considerable differences between forecasts based on such figures and those based on VIF 2008.

The various estimates are summarised in the following table. Each of the forecasts are based on the following assumptions.

#### forecast id

- 241 dwellings in 2007, declining consistently to around 202 dwellings per annum by 2017 and remaining at about that rate until 2031. Between 2007 and 2031 anticipate a total increase of 5,140 dwellings at an average of 214pa.

#### parsons brinckerhoff

- Estimate based on additional population expected between 2011 to 2051 (high growth scenario) divided by the average household i.e.  $23,118 / 2.46 = 9,398$  dwellings = 209pa.

#### essential economics

- Identified the new dwelling approvals in Traralgon at an average of 257 per annum between 2003 and 2007, and 142pa between 1998 and 2007.
- Essential Economics estimate breaks up the anticipated demand for new dwellings by land use zone (p56). From 2008 to 2023 it is anticipated that the demand for new dwellings in the General Residential Zone will range from 3,430 lots (229pa), to 3,994 (266pa) and 4,567 (304pa) under low, medium or high growth scenarios.

#### dpcd

Two demand scenarios were included in the DPCD work (p29) to account for the acknowledged gap between VIF estimates and recorded activity:

- 134 dwellings pa - based on VIF 2008 demand forecasts.
- 332 dwellings pa – based on trends (a simple trend based assumption directly relating to the amount and distribution of recent residential lot construction activity).

The following table summarises the various estimates of demand for dwellings in Traralgon.

source	time period	ave. number dwellings per year	traralgon (general residential zone only)
Forecast i.d	2007 - 2031	214	
Essential economics – low	2008 – 2023		233
Essential economics – moderate	2008 – 2023		266
Essential economics – high	2008 – 2023		304
Parsons Brinckerhoff	2006 – 2050	209	
Urban development program – based on VIF 2008	2011 – 2026	134	
Urban development program – development trends	2011 – 2026	332	
adopted by hansen - low	2006 – 2051	180	
adopted by hansen – moderate	2006 – 2051	218	
adopted by hansen – high	2006 – 2051	257	

**Table 2: forecast additional dwellings in traralgon**

#### hansen approach

To confirm the above figures and extend the forecast to 2051, hansen has prepared an estimate of the demand for dwellings based on the following methodology:

- Total estimated population of Traralgon annually to 2051 (as adopted by Council).
- Divided the total population (not just number of additional people) by the average number of persons per occupied household, based on household occupancy rates adopted in Victoria in Future 2012 up to 2031, and then assuming a slowly declining rate to 2.36 by 2051.
- Adjusted to reflect the percentage of total dwellings that are occupied – 92% as per 2011 Census data.

The resultant estimates are shown in the following two figures. The first figure shows the forecast number of additional dwellings required each 5 year period. The second figure shows the cumulative number of dwellings required to 2051. The total number of additional dwellings forecast is:

- High growth - 11,574 dwellings – ave. 257pa
- Medium growth – 9,791 dwellings – ave. 218pa
- Low growth – 8,088 dwellings – ave. 180pa

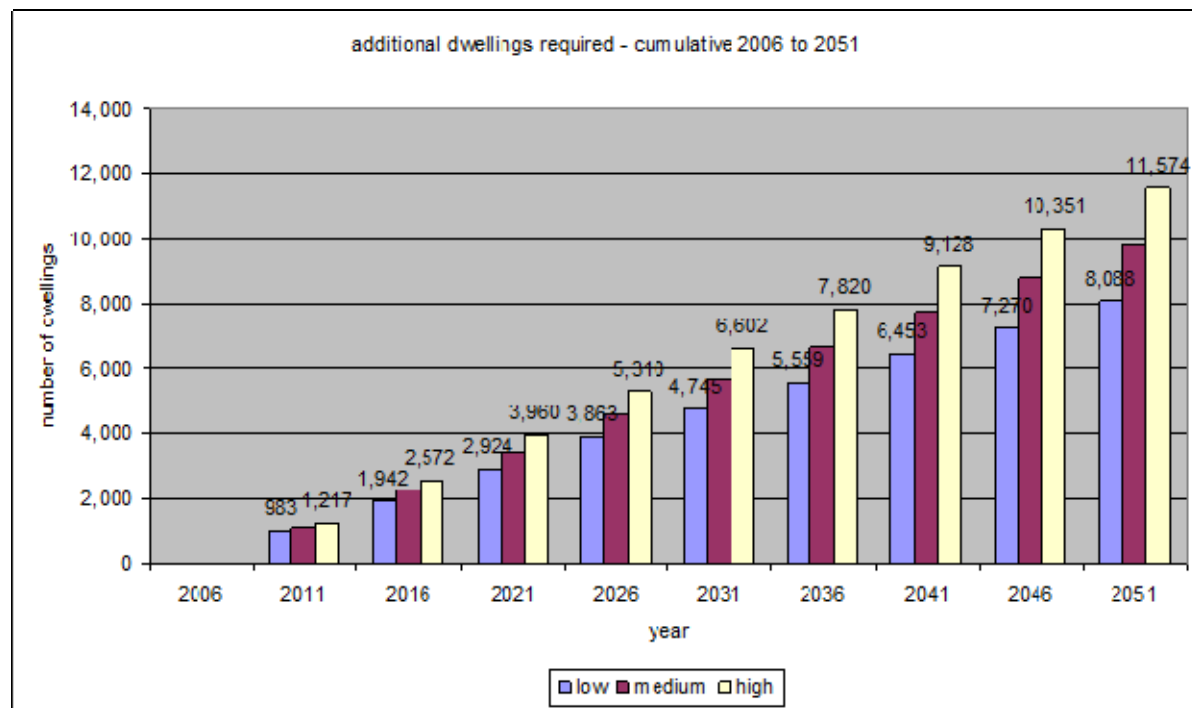


Figure 7: additional dwellings required - cumulative 2006 to 2051

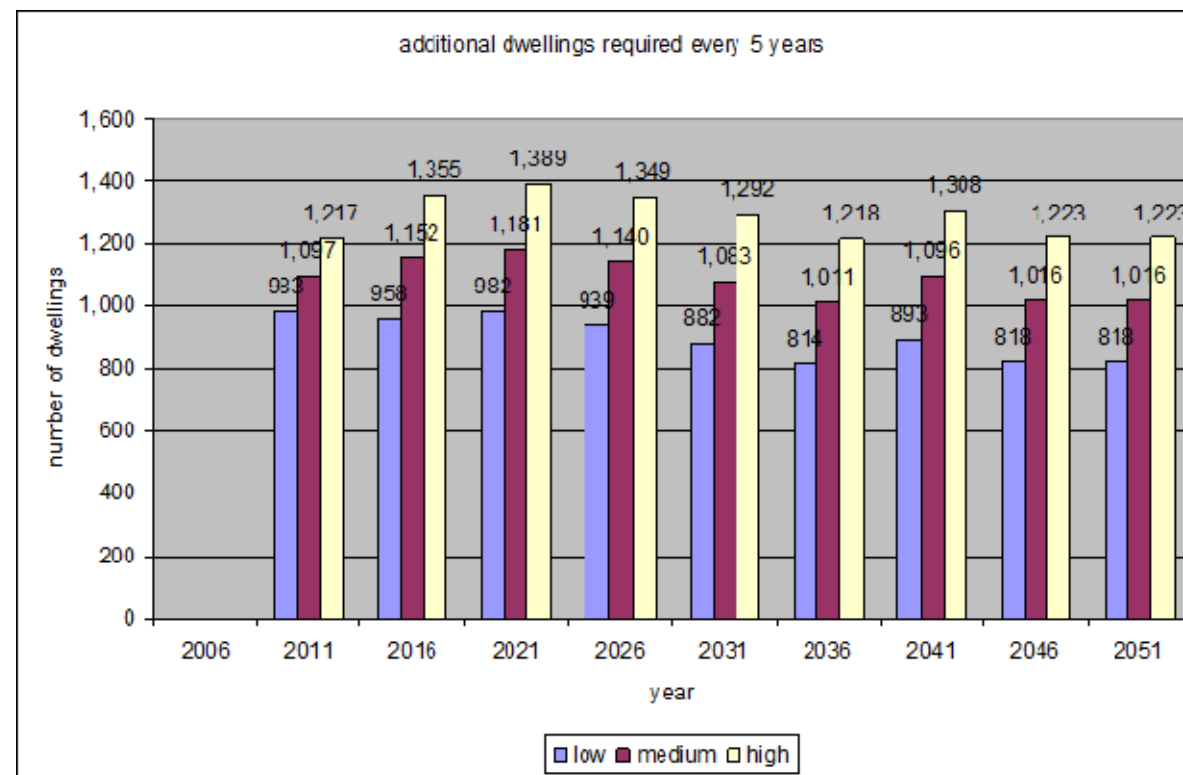


Figure 8: additional dwellings required every 5 years

### 3.3 how much more residential land is required?

#### other forecasts

The work undertaken by Essential Economics and the Department of Planning and Community Development did not directly identify the number of hectares of greenfield land likely to be required to accommodate future growth. Rather, both studies measured demand and supply in terms of dwelling numbers.

Essential Economics estimated future dwelling needs by zoning (i.e. Residential, Low Density Residential and Rural Living) and referred to an assumed gross density of 10 lots per hectare in terms of estimating the capacity of available land for development. The analysis did not appear to allocate a proportion of new dwellings identified for Residential 1 Zone land between greenfield areas and infill development within the existing urban area.

Parsons Brinckerhoff (p 37) estimated that an additional 846 hectares of land would be required to meet future residential demand between 2006 and 2050. This was based on an assumed lot size of 900 sqm, which equates to a net density of 11 lots per hectare.

#### hansen's forecast

It is considered useful to estimate the amount of greenfield land required to accommodate future growth, to clarify the demand / supply equation in land area terms, rather than in relation to just dwelling numbers and years supply of land available.

The amount of land required will largely depend on the following factors:

- The density at which new development occurs i.e. dwellings per hectare; and
- The proportion of new development that can be accommodated in the existing urban area over time i.e. through infill development such as unit / townhouse / apartment developments in residential areas, and development above shops and / or other uses in business areas.

Residential development densities in newly developing areas in Traralgon are presently at around 10 to 11 dwellings per hectare. The *Precinct Structure Planning Guidelines* prepared by the Growth Areas Authority (GAA) for growth areas in metropolitan Melbourne (at Clause 11.02-2 of the Latrobe Planning Scheme) identify a target minimum net density of 15 lots per hectare for residential land and some recently prepared Latrobe City Development Plans have sought to achieve this density. Net residential density excludes all encumbered land and land used for arterial roads,

railway corridors, government schools, community facilities, commercial facilities and public open space etc. In terms of estimating the development potential of greenfield areas it is useful to convert net residential densities into gross densities. To do this an assumption is required regarding the proportion of an area that is developable for residential purposes.

Examination of precinct structure plans prepared by the Growth Areas Authority for large greenfield development areas around Melbourne indicate a net developable area of around 75% to 80% of the total planning area of precincts. Given that the land areas identified for future urban development around Traralgon within this document are relatively small, with most constraints, encumbrances etc removed, it can be assumed that the net residential development area will be a higher proportion than 75% to 80%. For the purposes of this project it is assumed that the net residential developable area of greenfield locations will be around 85%. On this basis a net density of 15 lots per hectare equates to a gross density of 12.8 lots per hectare. A net density of 10 lots per hectare relates to a gross density of 8.5 lots per hectare.

Reference to 2011 Census data indicates that 15% of all occupied dwellings in the centre of Traralgon are medium density. The proportion of medium density housing in newly developed residential areas on the fringe of Traralgon is very low. In collector districts closest to the town centre to the west, the proportion of medium density housing is up to 25%. Accordingly, it is assumed that a higher proportion of medium density development over recent years has been constructed in established urban areas, rather than in greenfield subdivisions (i.e. in the form of infill housing, rather than in new development areas). For the purpose of this assessment two scenarios are used regarding the proportion of all new housing that might be infill housing i.e. 5% and 10%. As can be seen from existing figures (15-25%) the assumptions of 5 and 10% are very conservative.

The following figures present two alternative scenarios regarding the intensity at which residential development might occur in Traralgon in the future, and then identify the estimated demand for greenfield land based on two urban form assumptions. These scenarios are as follows:

- **Conventional urban form** – 5% of all new dwellings required are located in the established urban area as infill dwellings. 10 dwellings / ha net in greenfield locations.
- **Compact urban form** - 10% of all new dwellings required are located in the established urban area as infill dwellings. 15 dwellings / ha net in greenfield locations.



It should be noted that ‘compact urban form’ still reflects a typical suburban typology rather than a more urban form seen in areas such as inner city Melbourne, where densities and infill development are well above the levels identified in this report. Applying these two scenarios to the estimated demand for dwellings to 2051 identified in the preceding section of this report, results in the following estimates of land (ha) required to accommodate the future residential growth of Traralgon to 2051. The estimates provided in the Parsons Brinckerhoff report are included in the table for comparison purposes.

	per year (ave) ha	2006 to 2051 (ha)
conventional – low	20	904
conventional – mod.	24	1,094
conventional – high	29	1,294
compact – low	13	571
compact – moderate	15	691
compact – high	18	817
PB	19	846 (to 2006 to 2050)

**Table 3: traralgon - estimated residential land (ha) requirement 2006 – 2051**

The following figures show cumulative and 5 yearly residential land area requirements for each of the two scenarios. What is apparent from this information is that:

- Potentially as much as 1,294 hectares, and as little as 571 hectares of land may be required to accommodate residential development to 2051, depending on the rate and the density at which development occurs.
- If development continues to occur at a density much the same as presently exists in Traralgon (i.e. the conventional scenario), it is estimated that between 904 and 1,294 hectares would be required to 2051, depending on the rate of population growth that eventuates.
- The very significant impact / benefits of a more compact urban form on reducing the amount of additional land required, is clearly apparent from Table 3. The relatively modest density differences between the conventional and compact scenarios have the potential to reduce the amount of land required by 2051 to accommodate the higher population growth projections from 1,294 hectares, to 817 hectares. This is a difference of 477 hectares or 37%. A more compact urban form has the potential to increase the number of years supply of residential land in Traralgon by 24 years by using the available land more efficiently. Increasing, or even maintaining the existing rate of infill development within the central areas of Traralgon will increase this timeframe further still.

- It is important to recognise that the recent Council resolution which seeks to apply a dwelling density of 11 dwellings per ha rather than the current requirement of 15 dwellings per ha will have a significant impact on the amount of land available for development in Traralgon in the longer term.

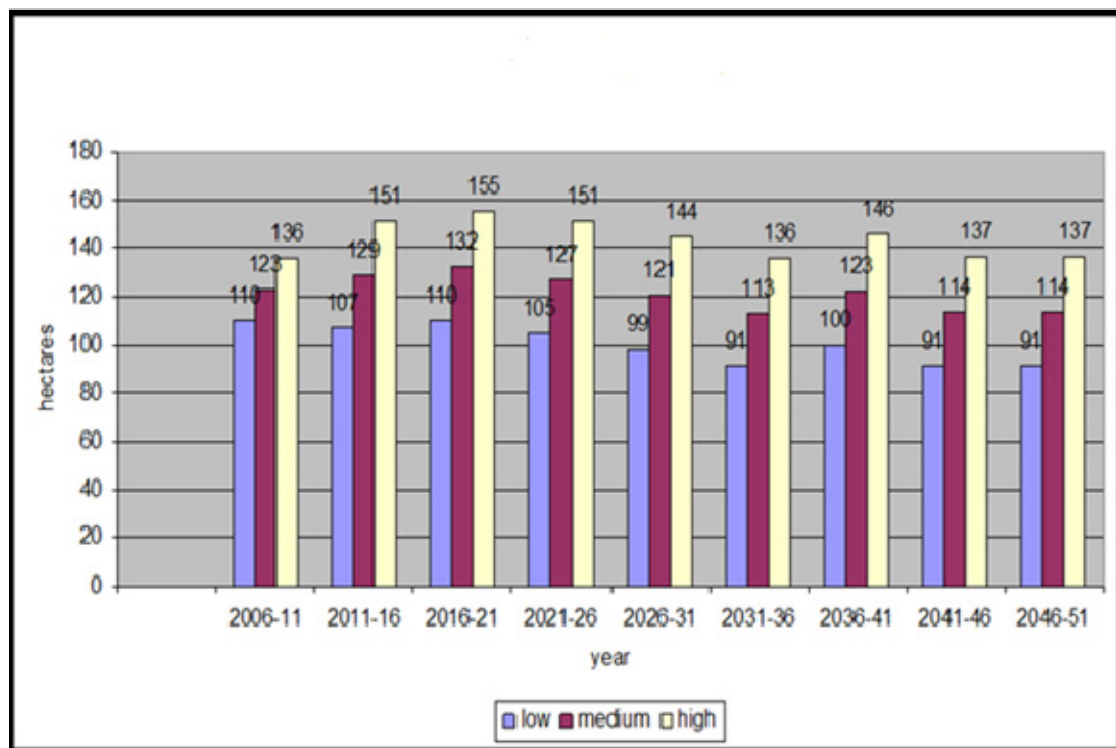


Figure 9: greenfield land required residential each 5 years, assumptions – 5% infill, 8.5 lots/ha gross

Figure 10: greenfield land required residential – cumulative, assumptions – 5% infill, 8.5 lots/ha gross

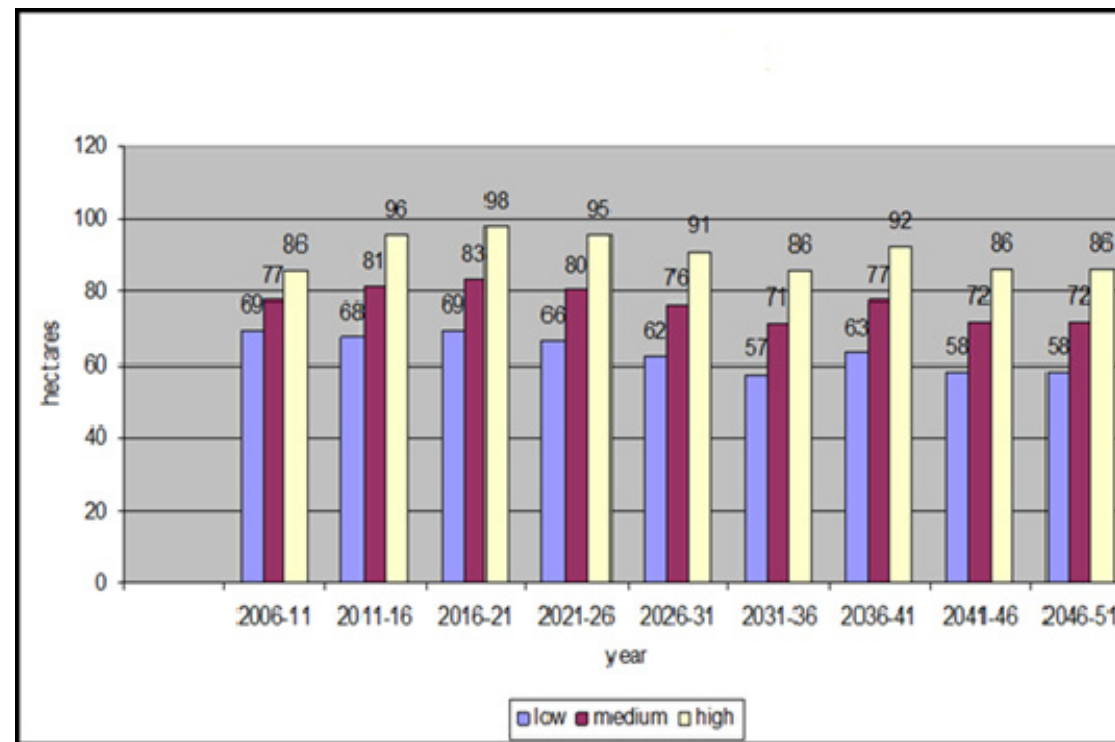
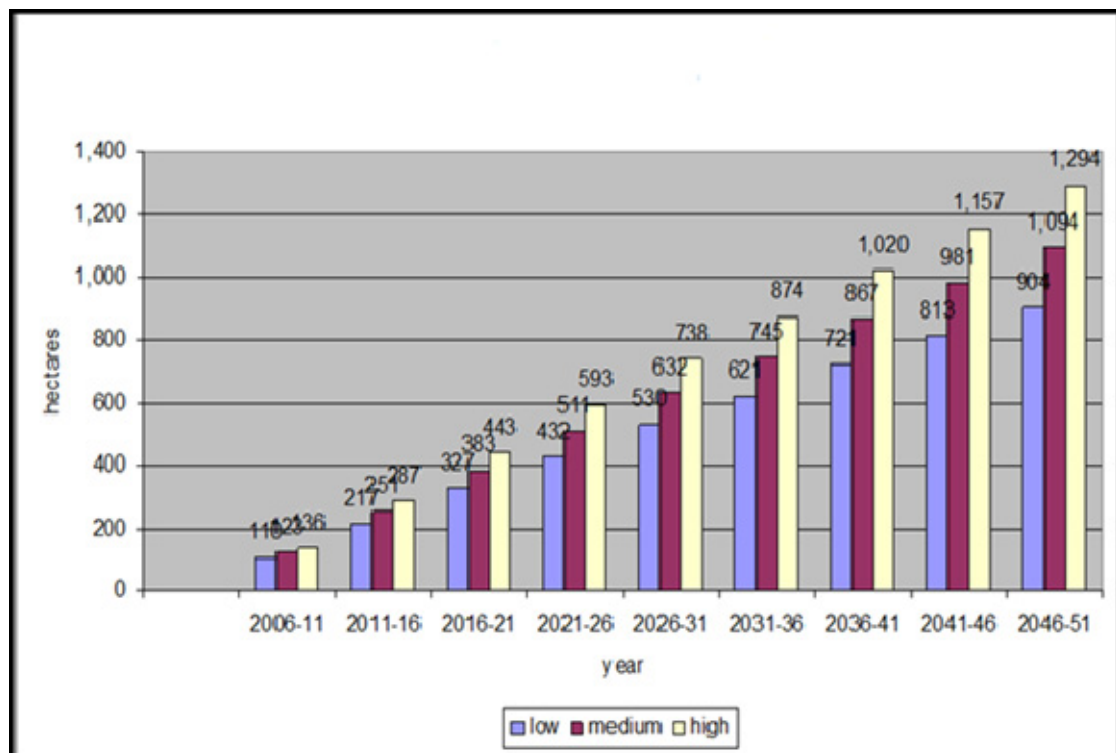
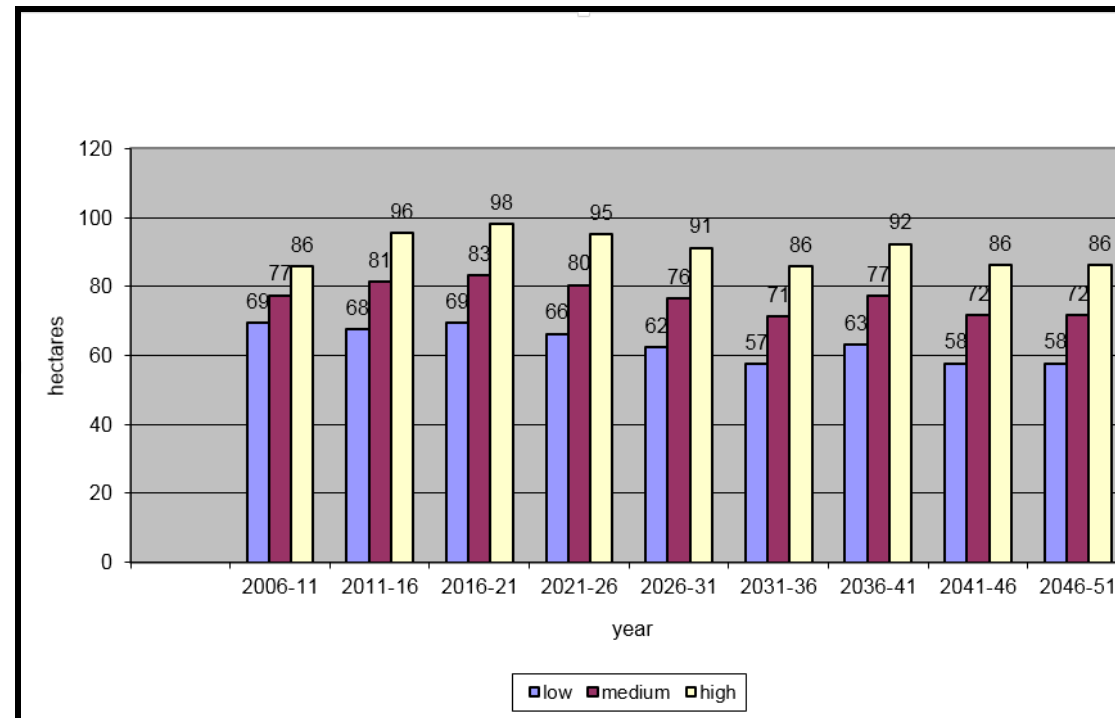


Figure 11: greenfield land required residential each 5 years, assumptions – 10% infill, 12.8 lots/ha gross

Figure 12: greenfield land required residential – cumulative, assumptions – 10% infill, 12.8 lots/ha gross



## 4 how much land is available

### 4.1 how much residential land is presently available

#### what other studies say

##### DPCD

The Department of Planning and Community Development's Regional Urban Development Program (UDP) (2010) provides the most recent and thorough assessment of the supply of residential land in Traralgon.

It identifies the following supply of land for Traralgon in terms of potential lots (p18):

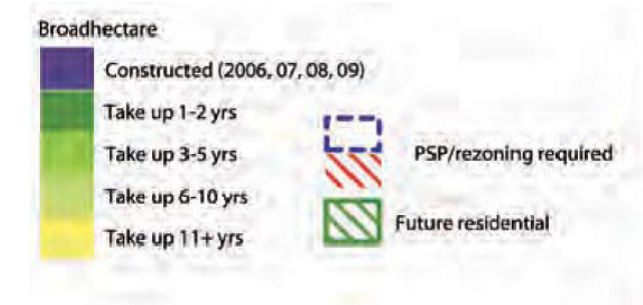
- Minor infill – 372 lots (relates to vacant residential zoned lots with an area of 1,000sqm to 1ha)
- Major infill – 0 lots (relates to vacant residential zoned lots with an area greater than 1ha)
- Broad hectare – 772 lots (relates to vacant residential zoned land generally on the urban fringe)
- Future residential – 3,927 lots – (relates to land identified for future residential rezoning, but not yet zoned for that purpose)
- Total – 5,071 lots

The UDP document also identifies 432 vacant residential lots as existing in Traralgon (i.e. vacant lots of less than 1,000 sqm). This would increase the potential supply to 5,503. It should be noted that these figures exclude land identified in the UDP related to Low Density residential development.

Figure 14 opposite shows the land taken into account by DPCD in estimating the potential supply of land. It is apparent that the estimated supply includes all existing and proposed residential zoned land in Traralgon, including land recently rezoned to Residential 1 by Amendments C47, C56 and C58. It is noted that the areas identified with a star on Figure 14 have not yet been rezoned.



Figure 13: UDP residential land supply (2010)



While the planning process is well advanced for some of the areas identified by the UDP as 'future residential', and others have started, much of this land remains undeveloped and so is still available to accommodate growth in the short term. Development Plan progress at the time of writing is as follows:

- Erin Park / Bank Street (south west): development plan and permits approved and works commenced, anticipated to accommodate 150 dwellings
- Cross's Road (north west): approved and permit process underway, anticipated to accommodate 677 dwellings
- Franklin Place (north east): development plan approved, anticipated to accommodate 338 dwellings
- Traralgon North (north east): draft development plan prepared and awaiting approval, anticipated 1337 dwellings
- Ellavale (east): development plan process just commenced
- Traralgon South East: no Development Plan process initiated

In addition, it is noted that rezoning and Development Plans arising from *the Small Town Structure Plans* for Glengarry and Tyers are also in the very early stages.

## essential economics

Essential Economics in 2009 identified a total potential lot supply of between 4,900 and 5,900 lots (Residential 1 zoned land), depending on whether development occurs at a density of 10 or 12 lots per ha (assumed to mean gross density). The estimate includes similar areas of land to that were considered by the DPCD: all currently zoned land as well as all land identified for future residential development by the *Traralgon Structure Plan (2007)*. Significant areas of the land suggested for residential rezoning by the 2007 Structure Plan have recently been rezoned by Amendments C47, C56 and C58.

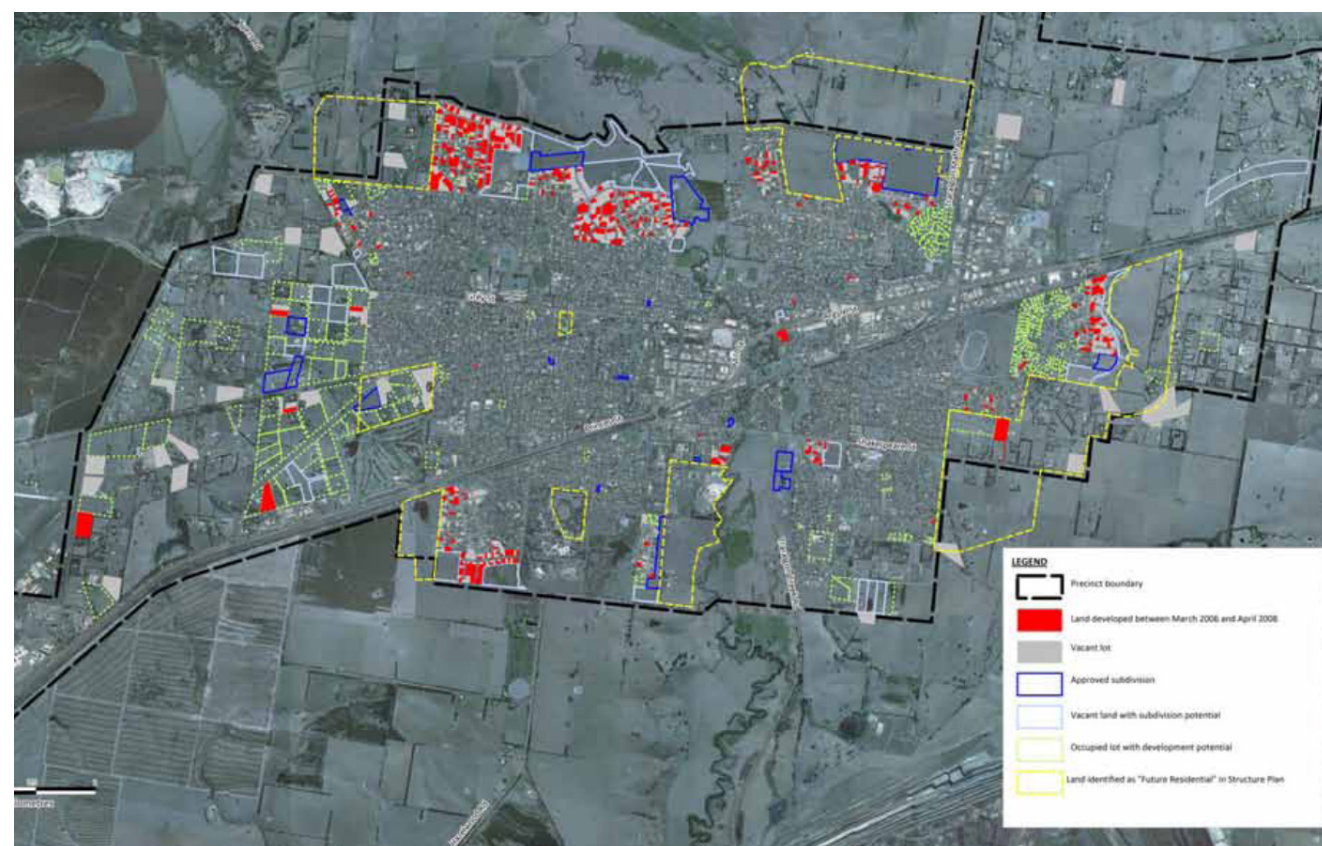


Figure 14: essential economics land supply assessment

## 4.2 existing identified future residential land

Based on the two demand scenarios prepared in the UDP report, currently available DPCD (p28/9) estimates of the number of years supply of residential land are shown in Table 4 and based on the following:

- Between 11 to 15+ years – based on VIF 2008 demand forecasts (noting that VIF 2012 figures were not available at the time) – assumes 134 dwellings per year (low demand scenario).
- Between 4 to 11 years – development trend based - assumes 332 dwellings per year (high demand scenario).

It should be noted that the DPCD estimate is conservative as it did not include existing vacant lots, which was estimated to be around 432 (p19). This would equate to around 1 to 3 years of additional forecast demand.

The following table summarises the estimates of required lots (as opposed to potential lots discussed in the previous section) generated by DPCD and based on development trends (pg29).

	Minor infill	Major infill	Zoned Broad Hectare	Total Zoned	Future Res.	Total	Years supply (zoned)	Years supply (future)
Traralgon Supply of lots	624	0	993	1,617	3,927	5,544		
Years supply VIF 2008 – assuming 134 dwellings per year							11	15+
Years supply Trend based – assuming 332							4	11

**Table 4: DPCD estimated years supply of residential land**

It is not clear from the Regional Urban Development Program the assumptions made regarding the density of development in greenfield areas, or the proportion of new dwellings that could be accommodated within the existing urban area as infill development. Hansen has estimated that the broad hectare land identified by DPCD has an area of around 620 hectares:

- Existing zoned broad hectare – 98ha
- Future residential – 522 ha



















The current zoning of the study area, including Residential 1, Low Density Residential and Rural Living zones is illustrated on the following page.

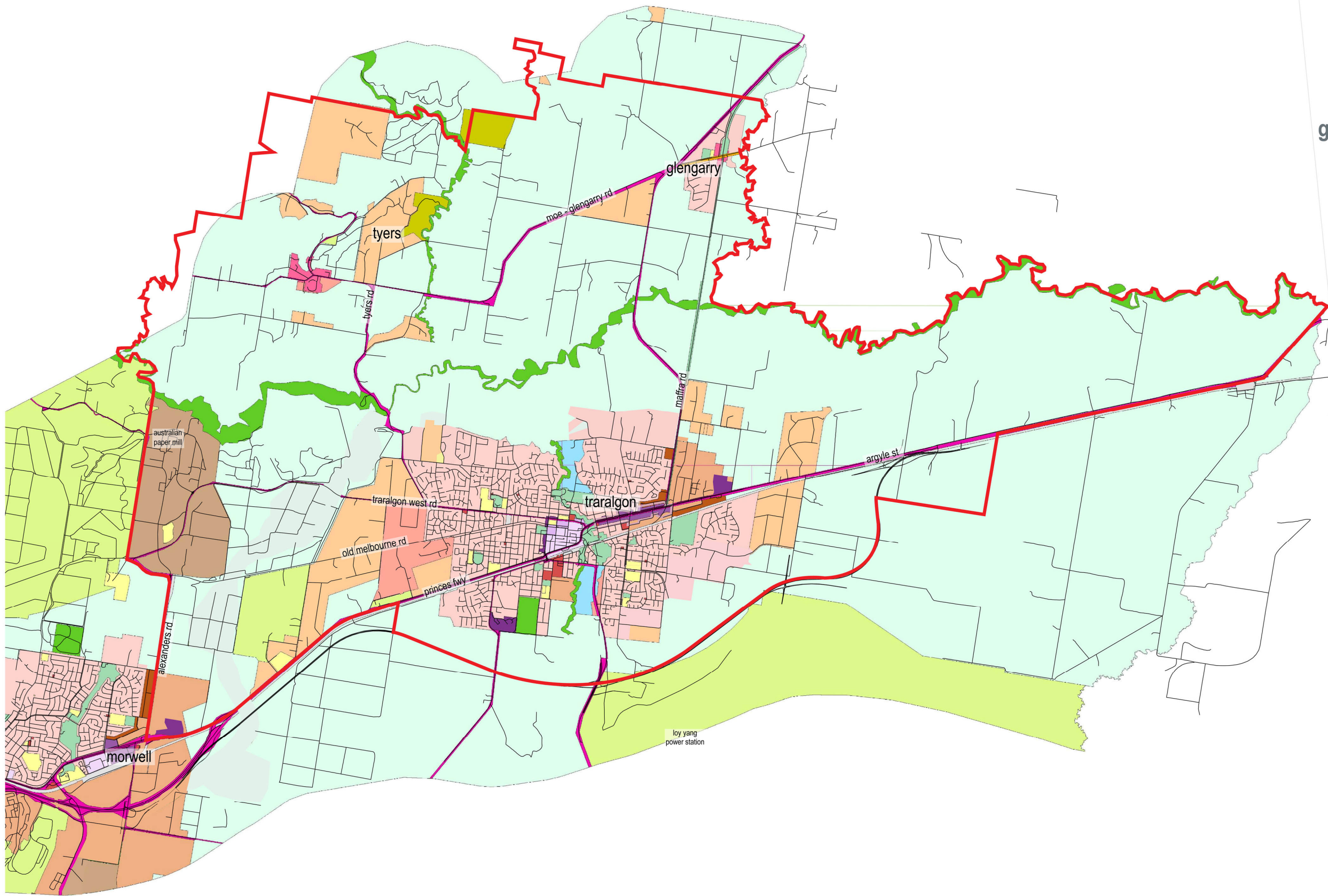
It is important to note however, that the recently released draft *Gippsland Regional Growth Plan (2013)* identified “urban land supply indicates a potential yield in excess of 13,000 residential lots has been identified to meet future

*demand.*” This assessment would seem to indicate an assessment of either greater available land than identified by the earlier UDP work or a higher density of development over time. This was identified as being sufficient to meet demand to 2041.

# traralgon growth areas framework existing zoning

## legend

- study area 
- township zone 
- residential 1 zone 
- low density residential zone 
- rural living zone 
- industrial 1 zone 
- industrial 2 zone 
- industrial 3 zone 
- business 1 zone / commercial 1 zone 
- business 4 zone / commercial 2 zone 
- business 5 zone / commercial 1 zone 
- public use zone 
- road zone - category one 
- special use zone 
- public park & recreation zone 
- public conservation & resource zone 
- farming zone 
- urban flood zone 



Project Ref: 11.101  
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 Scale: 1:30000 @ A1  
 1:60000 @ A3  
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 Revision: F



Figure 15: zoning map

### 4.3 industrial land

Industrial zoned land is generally the second largest component of 'urban' zoned land within a city, after residentially zoned land.

Estimating likely future requirements for industrial zoned land is less precise than estimating requirements for residential land, as the amount of land needed is not necessarily directly related to population. Regional, state and national factors can influence industrial land requirements, as can the type of industries that may locate in an area. This is especially the case in the Latrobe Valley, given the significance of the coal and power generation industries, which are major contributing factors to the manufacturing and industrial base of the region.

Traralgon has been the major residential growth area in the municipality for a number of years and is likely to continue to be so for the foreseeable future; at least until physical constraints begin to impact on residential development opportunities. From a strategic planning perspective merit exists in maximising opportunities for residential rather than industrial development in Traralgon particularly given proximity to industrial land in Morwell. In relation to industrial development in Traralgon, strategic merit exists in focusing on accommodating those types of industrial uses that 'service' the needs of the population of Traralgon, on the limited amount of land that remains for urban development in the longer term. Alternative locations should be explored elsewhere in the municipality to accommodate core industrial uses associated with the coal power generation industrial base of the Valley and with other emerging industries which may have significant land requirements or off-site impacts.

Currently available DPCD figures have identified that there is around 135 hectares of industrial zoned land within Traralgon, of which approximately 24 hectares is considered to be available for future development (*DPCD Urban Development Program Regional Industrial Report: City of Latrobe 2009*). The UDP report also identified that a further 77 hectares of unzoned land was available. That relates to land identified for future industrial purposes in the 2007 *Traralgon Structure Plan (Beca)*. The supply of industrial land also needs to be considered in light of the specific conditions required by some industrial uses (i.e. very large lots) which may not be available within particular zoned areas.

As identified above, it is considered that there is merit in considering the supply of industrial land within the 'networked city' concept which underpins the structure of the municipality. There is additional industrial land located in other urban centres within the Latrobe municipality. Within the City of Latrobe as a whole, there is around 1,180 hectares of industrial zoned land, of which approximately 281 hectares is vacant and available for future development. An additional 190 hectares of land as not yet zoned, but is identified for future industrial use. This

does not include around 300 hectares of land which is also covered by a State Resource Overlay relating to the coalfields, south of the Princes Highway to the immediate east of Morwell.

There is the need to prepare a municipal wide industrial land use strategy that fully examines long term supply and demand for industrial land. Such a study would need to be finalised prior to confirming the suggestions / recommendations made in this report about industrial land. Given the need for this study all recommendations regarding industrial land should be considered as 'potential' areas and where identified, have been included to offset other recommendations which may result in a reduction in land already identified.

### 4.4 bulky goods retailing

Bulky goods retailing in Traralgon to date has either been accommodated within the existing CBD or along Argyle Street / Princes Highway to the east of the CBD. *The Bulky Goods Sustainability Assessment (2009)* undertaken by MacroPlan estimates that the market gap (the difference between available zoned land and estimated floorspace required to serve the catchment population) is currently around 28,000sqm of floorspace. In order to close this market gap, two dedicated bulky goods retail centres of approximately 15,000sqm – 20,000sqm each are required (a dedicated bulky goods retail precinct is required in the short term (2009 – 2013) with a second dedicated bulky goods retail precinct required in the medium term (2014– 2018)). This is a land requirement of 48,000sqm (around 5ha) to 2018.

Beyond that timeframe it is considered that there may be shifts in retail patterns which may influence the demand for this type of retailing and further land requirements should be established at a later date. The provision of additional land for future bulky goods retailing has been provided by Amendment C39 part 1, which provides around 10ha in Traralgon East near the intersection of Princes Highway and Stammers Road. It is considered additional development of bulky goods retailing can be sufficiently accommodated within this area. When combined with another amendment which rezoned 12ha of land for bulky goods retailing to the east of Morwell (Amendment C39 part 2), this would more than accommodate the market gap identified in the MacroPlan assessment in the short, medium and potentially longer term.

An additional assessment of bulky goods needs was provided by proponents of a development seeking to utilise the Hollydale sites for such purposes. This report (*Latrobe Bulky Goods Retail Need Analysis Traralgon West, MacroPlan Dimasi 2012*) identified that there was a need to provide land above and beyond that identified in the original MacroPlan report. However, a peer review of that assessment (*Review of economic support for the Masters development proposal in Traralgon West, Tim Nott 2012*) identified:

- There is no need to rezone any additional land to accommodate bulky goods uses and the two recently rezoned sites can easily accommodate demand to 2026.

- Both the original MacroPlan report and the more recent development justification are based on a significant underestimate of existing bulky goods retail space.
- The development of the Hollydale site would be unlikely to result in any net increase in economic activity or employment as the development would be balanced by losses by existing businesses. As such there would not be sufficient overall community benefit to strategically justify (on the basis of economic development) an additional rezoning given existing available land.
- In addition, the assessment found that while the reduction in housing potential within Traralgon West would be modest, the impact on the development of an activity centre at the hospital site would be compromised.
- Development of bulky goods on the relatively restricted Hollydale site may also compromise the ability for a more extensive precinct to develop. This may compromise the ability of independent bulky goods development to maximise benefits from co-location with an anchor tenant such as Masters in the longer term.



## 5 how much additional land could be made available?

Opportunities for urban development around Traralgon are heavily constrained. The type and nature of constraints is discussed in this section of the report.

### 5.1 physical constraints

The following table lists each of the physical constraints considered to limit opportunities for future urban expansion around Traralgon. It also provides an assessment of the severity of those constraints.

type of constraint	severity of constraint
Coal resources and electricity generation (Appendix 2 – Figure 1)	Absolute (other than for industry in ESO1) – Coal resources and electricity generation areas are identified by a combination of the Special Use Zone 1, which provides for coal mining and electricity generation and associated uses, Environmental Significance Overlay 1, which establishes a buffer to protect urban areas to the south of Traralgon from the impacts of the coal industry, and the State Resources Overlay, which covers areas of coal resources. While recent discussions were held between Clean Coal Victoria and Council to ascertain long term need for the resources in this area, current State Government policy is to retain the protection of these resource assets and the level of constraint therefore remains absolute. ESO1, which provides a buffer to the south of Traralgon, is considered to be an absolute constraint for residential development, but not for industrial development.
Flood prone land (Appendix 2 – Figure 2)	Absolute – New Floodway Overlays and Land Subject to Inundation Overlays along the Latrobe River to the north and east of Traralgon, as well as to other waterways throughout the study area were recently implemented through Amendment C9. The local Catchment Management Authority advised that both overlays are considered to be absolute constraints that will preclude consideration of land within the overlays for future urban development. Some flood mapping requires further updates.
Traralgon Bypass (proposed) (Appendix 2 – Figure 3)	Absolute (for residential development and sensitive uses, not a constraint for industry) – Design and Development Overlay 3 establishes a physical buffer along the alignment of the proposed Traralgon Bypass to protect sensitive urban uses from traffic noise. The DDO is considered to be an absolute constraint for residential development and other sensitive uses. It is considered that industrial uses could establish within the overlay area. However, ESO1 extends closer to urban Traralgon than DDO3, and hence defines the maximum possible extent of urban residential expansion possible to the south of Traralgon.
Paper mill urban amenity buffer and other buffers (Appendix 2 – Figure 4)	Absolute (for residential, not for industry) – Land on which the paper mill is located is zoned Industrial 2 Zone. There is a requirement in the Latrobe Planning Scheme (as part of the State Government framework) for the establishment of a nominal 5km buffer around the uses occurring on the site. This nominal buffer can be adjusted on the basis of more location specific modelling and assessment. Modelling has been undertaken for the Australian Paper Mill by GHD and is shown on both this document and the draft Gippsland Regional

type of constraint	severity of constraint
Latrobe Regional Airport (Appendix 2 – Figure 5)	Growth Plan. This buffer is considered an absolute constraint to residential development without the agreement of both Australian Paper and the EPA. The buffer would not be a constraint for other industrial land uses.  Gippsland Water also has two storage facilities within the study area which have also been subject of assessment of appropriate buffers by GHD. These buffers are also considered a constraint to future residential development noting that they affect only land affected by other constraints and the Traralgon North development area already identified for growth. As such they are unlikely to have a significant impact on the identification of long term growth areas to the extent the paper mill buffer will.  Absolute - The Latrobe Airport is included in Special Use Zone 7. An Airport Environs Overlay (AEO) presently applies to land around the airport. Amendment C57 introduced an interim site specific control and in an incorporated document into the scheme that restricts residential development within a 'flight circuit path area' defined in the incorporated document. Amendment C26 (recently reviewed by an independent Planning Panel) proposes to introduce two new DDOs that will regulate building height around the airport (DDO7 – 5m; and DDO8 – 10m). While the amendment proposed to remove the existing AEO this was not supported by the Panel who found that, while the existing overlay may not be entirely accurate it should remain in place while additional modelling was undertaken and then modified as required. The AEO is considered to be an absolute constraint, however, given that DDO7 will trigger the need for a permit for buildings higher than 5 metres, and DDO8 for buildings higher than 10m, these DDOs are not considered to be absolute constraints to development, as lower level urban development such as housing could comply with such heights.  The possible relocation of the Latrobe Regional Airport to provide additional land for urban development has been discussed for many years. However, the 'urban amenity buffer' associated with the paper mill affects most of the airport land. Upon this basis it is not considered that relocation of the airport would derive any benefit in terms of making additional land available for urban / residential development.
BMO / WMO / steeply sloping land (Appendix 2 – Figure 6)	Absolute - The Wildfire / Bushfire Management Overlay applies to land in the hills to the north of Tyers and also to plantation areas to the east of the paper mill.
Gas pipeline easements (Appendix 2 – Figure 7)	Moderate (subject to possible change) – DDO1 applies to major gas pipelines that run through the municipality, generally to the north and west of Traralgon. The DDO is around 200 metres wide, whereas the pipeline is only located in the centre of the DDO area. Council is in discussion with the relevant agency to have the width of the DDO reduced or requirements under the DDO amended to more accurately reflect the width of the pipeline.
Hospital helipad (Appendix 2 – Figure 8)	Minor – DDOs 5 and 6 establish building height limits around the Latrobe Hospital Helipad. DDO5, the inner and more restrictive DDO, basically applies to land associated with the hospital. DDO6, the more expansive control, allows a building height of 12 metres more than DDO5 before the need for a permit is triggered. It is not considered a constraint for buildings of up to 3 storeys.
Environmental significance along waterways (Appendix 2 – Figure 9)	Absolute – ESO2 applies to areas of environmental significance along waterways.
Cultural heritage significance (Appendix 2 – Figure 10)	Moderate - Areas of cultural heritage sensitivity, which trigger the need for a cultural heritage plan to be prepared, generally exist within

type of constraint	severity of constraint
Biodiversity assets	<p>200 metres of waterways. In places, where Flood and Land Subject to Inundation overlays have been prepared, these overlays may extend beyond 200 metres from a watercourse, which prevents urban development in those locations. However where areas of cultural significance extend further than floodplains from watercourses, or apply along waterways where no floodplains have been identified, they are a constraint that needs to be taken into consideration prior to the area being considered appropriate for future urban development.</p> <p>Moderate – Prior to impacting prescribed biodiversity assets, local, state or federal approval is usually required. Biodiversity assets within and surrounding Traralgon may provide an opportunity to explore how these assets can be used for green wedge zones, urban space, rehabilitation areas and future offset sites. Assessments of the quality and extent of the biodiversity assets should be undertaken at the development plan and planning permit stages to allow for prioritisation of resources to protect and enhance areas. The presence of high quality biodiversity assets may preclude residential development.</p>

**Table 5: physical constraints to development**

Each of the constraints is mapped individually in Appendix 2. Figure 15 presents a consolidated map that summarises the effect of all constraints to urban development around Traralgon. It is important to note that while the full extent of the DDO which affects the gas pipeline to the north of the town is shown on the plan, there is some flexibility which allows residential development to occur within the area covered by the overlay, subject to discussions with the responsible agency. The same principle applies to the other DDO controls which place parameters around the form of development rather than restricting development itself. The layer which identifies areas of cultural heritage sensitivity is also not an absolute constraint but would require a cultural heritage management plan to be undertaken as part of any development.

## 5.2 other development constraints

Remaining ‘non-urban’ land within the study area is generally contained in three different zones: Low Density Residential; Rural Living and Farming. Low Density Residential and Rural Living Zones, where the land has been subdivided, provide a degree of constraint to future urban development that must also be considered as part of any framework. The level of this constraint differs across these zonings which will affect the ability of this land to accommodate additional residential growth (see Table 6)



Type of zone	Level of Constraint
Low Density Residential (LDR)	High level of constraint – Minimum lot size is 0.4 hectares. If land is subdivided into lots of around this size, it presents considerable difficulty in achieving future re-subdivision to smaller sized lots, should the land be rezoned to a General Residential Zone. Much of the land zoned LDR in proximity to Traralgon has been developed. While it is possible to progressively re-subdivide such lots over time, this requires land owner support and achieving coordinated development can be difficult.
Rural Living	High / Moderate level of constraint – Default minimum lot size is 8 hectares. Land subdivided into 8 hectare lots presents greater opportunity for re-subdivision into smaller ‘urban’ lots than Low Density Residential zoned land. Much of the land zoned for Rural Living in proximity to Traralgon has been developed, and many at smaller lot sizes as schedules to the zone within the Latrobe Planning Scheme allow this. Whilst it is possible to overcome via progressive re-subdivision of existing lots over time, this requires land owner support and achieving coordinated development of these areas is likely to be difficult. As lots within this zone are generally larger than those in the LDR areas it is more likely that there is capacity to increase the intensity of development within this land.
Farming	Low level of constraint – Generally to the south of the Latrobe River, includes larger lots used for farming or lifestyle purposes, and is well suited to rezoning and urban development. While the retention of productive agricultural land is a key planning objective, it is considered that this is not an issue to the south of the Latrobe River given the fragmented nature of the land. The protection of land to the north of the Latrobe River is more important due to the relatively unconstrained nature and land capability studies indicate that this area is of a relatively high agricultural quality compared to most land within the municipality.

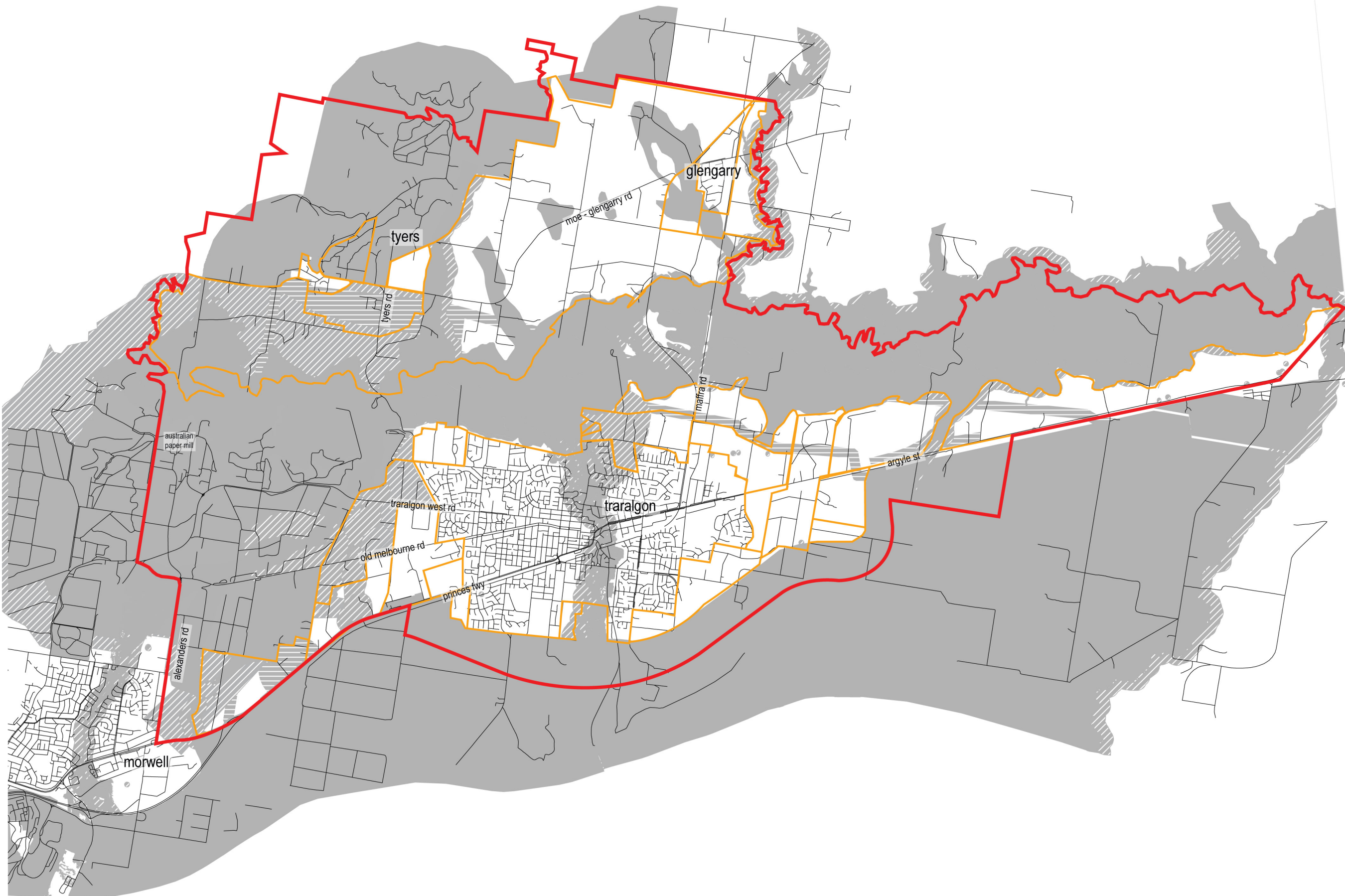
**Table 6: Difficulties in rezoning land in different zones**

# traralgon growth area framework

## consolidated constraints

### legend

- study area 
- constraints 
- potential constraints 
- potential residential development areas 



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 Dwg No.: DWG-012  
 Scale: 1:30000 @ A1  
 1:60000 @ A3  
 Date: 20.08.2013  
 Revision: 1



Figure 16: consolidated constraints

## 6 'deciding' how traralgon should grow

Section 3 identified that by 2051, if Traralgon continues to develop at its current relatively low density, there may be the need for up to 1,294 hectares of additional residential land to accommodate the anticipated growth of the town. This could be reduced to around 817 hectares if increased levels of infill development and a higher density of development in greenfield areas could be achieved.

From Section 5.1 above it is apparent that opportunities for future urban expansion of Traralgon are significantly constrained in all directions:

- To the north and east – by the Latrobe River and its floodplain.
- To the south – by the proposed Traralgon Bypass and coal resources.
- To the west - by the paper mill and Latrobe Airport.

Given these constraints there are three general options for the ongoing urban growth of Traralgon:

- Consolidation – i.e. an intensification of population and activity within existing and planned future urban boundaries of the town.
- Expansion to the south of the Latrobe River (to the east and/or west).
- Expansion to the north of the Latrobe River.

It should be noted that the above options represent expansion opportunities for Traralgon's growth as opposed to the broader growth of Latrobe City. Growth in Latrobe City may be accommodated in other township, although the implications of constraining growth in Traralgon are discussed in Section 2.

It is considered that deciding how Traralgon should grow should be based on the following matters:

- Growth outlook (discussed in section 3);
- Land availability (discussed in Section 4); and
- State and local policies for urban development and / or settlement growth, which promote sustainable development and provide for the needs of future communities.

This section examines what are considered to be relevant policies that influence the decisions that will be made as to how Traralgon should be planned and developed into the future.

In addition to these important planning policies there are also a number of 'givens' which need to be considered when making decisions regarding the future growth framework for Traralgon. These are identified at section 6.2.

### 6.1 directions from planning policy

#### state planning policy

The objectives of planning in Victoria are:

- To provide for the fair, orderly, economic and sustainable use, and development of land.
- To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.
- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.
- To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.
- To protect public utilities and other facilities for the benefit of the community.
- To balance the present and future interests of all Victorians.

The concepts of *sustainable development and net community benefit*, are particularly relevant to the application of State planning policies at the local government level.

State planning policies are numerous. Objectives and strategies that are particularly relevant to future planning and development of Traralgon include the following.

Settlement and urban form:

- To anticipate and respond to the needs of existing and future communities through the provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

- To plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur.

- To facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities.
- When planning for urban growth to consider opportunities for the consolidation, redevelopment and intensification of existing urban areas.
- To limit urban sprawl and direct growth into existing settlements, promoting and capitalising on opportunities for urban renewal and redevelopment.
- To encourage the development of compact urban areas which are based around existing or planned activity centres to maximise accessibility to facilities and services.
- To ensure that the potential of land that may be required for future urban expansion is not compromised.
- To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.

#### Regional development:

- Direct urban growth into the major regional cities of Geelong, Ballarat, Bendigo and the Moe, Morwell and Traralgon cluster.
- Direct growth to locations where utility, transport, commercial and social infrastructure and services are available or can be provided in the most efficient and sustainable manner.
- Managing the impacts of settlement growth and development to deliver positive land use and natural resource management outcomes.
- Avoiding development impacts on land that contains high biodiversity values, landscape amenity, water conservation values, food production and energy production capacity, extractable resources and minerals, cultural heritage and recreation values, assets and recognised uses.
- Ensuring that the capacity of major infrastructure (including highways, railways, airports, ports, communications networks and energy generation and distribution systems) is not affected adversely by urban development in adjacent areas.
- Strengthening settlements by ensuring that retail, office-based employment, community facilities and services are concentrated in central locations.
- Encouraging a form and density of settlements that support sustainable transport to reduce greenhouse gas emissions.
- Limiting urban sprawl and directing growth into existing settlements, promoting and capitalising on opportunities for urban renewal and redevelopment.

- Ensuring that the potential of land that may be required for future urban expansion is not compromised.
- Creating opportunities to enhance open space networks within and between settlements.
- Encouraging the development of compact urban areas which are based around existing or planned activity centres to maximise accessibility to facilities and services.

#### Activity Centres:

- To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.
- To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.
- To strengthen settlements by ensuring that retail, office-based employment, community facilities and services are concentrated in central locations.

#### The Environment:

- To assist the protection and conservation of biodiversity, including native vegetation retention and provision of habitats for native plants and animals and control of pest plants and animals.
- To achieve a net gain in the extent and quality of native vegetation.
- To protect productive farmland which is of strategic significance in the local or regional context.
- To assist the protection and, where possible, restoration of catchments, waterways, water bodies, groundwater, and the marine environment.

#### Rural residential and rural living development:

- To manage rural residential development in rural areas to protect agriculture and avoid inappropriate rural residential development.
- To restrict low-density rural residential development that would compromise future development at higher densities.
- Ensure land is not zoned for rural living or rural residential development if it will encroach on high quality productive agricultural land or adversely impact on waterways or other natural resources.
- Ensure land is only zoned for rural living or rural residential development where it is located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development.

The above policies provide the strategic context in which planning issues relevant to Latrobe City generally, and Traralgon specifically, have been considered and the directions presented in this document have evolved.

### local planning policy

Policy directions from local planning policy generally reinforce state planning policy. Key directions and strategies include the following.

- Encourage well designed, infill residential development throughout the existing urban area, especially in locations close to activity centres, areas of open space and areas with good public transport accessibility.
- Retain clear boundaries between urban areas and the surrounding rural environment.
- Protect areas for future urban growth, particularly the fragmentation of rural land on the urban fringe of major towns.
- Protect the effectiveness of the transport corridors between the towns.
- Discourage urban growth outside the urban development boundaries designated in the relevant local structure plan.
- Review existing smaller pockets of industrial areas and isolated industrial areas and confirm the role and viability of these small and isolated industrial areas for service industrial development, isolated larger industrial development, or conversion to residential development.
- Encourage residential intensification in Traralgon West.
- Establish neighbourhood activity centres and encourage basic goods, services, community services and facilities in these.
- Discourage significant new retail and office development outside of the Traralgon CBD and Argyle Street.
- Protect industry to the east from encroachment of sensitive uses that may result in constrained development.
- Where available, retain large farming lots along the western and eastern town boundary unless land is required for expansion of the township boundary.
- Extend east-west road links over Traralgon Creek.

### 6.2 givens

On the basis of the analysis undertaken to date it is considered that there are a number of 'givens' that are relevant in deciding how to accommodate the future growth and development of Traralgon in the long term.

These are identified within this section to reinforce the framework for decision making and essentially take these matters out of the debate, as they are considered to be unarguable. They include the following:

- ***There is enough land to the south of the Latrobe River to accommodate growth to 2051.***
- ***Land capable of accommodating urban development to the south of the Latrobe River is constrained and is finite.***
- ***Traralgon will run out of urban expansion opportunities to the south of the Latrobe River in the future, what is variable is when this will occur.***
- ***When Traralgon can no longer continue to grow naturally, it could have a significant impact on the overall growth and prosperity of the municipality.***
- ***Planning policy strongly discourages the expansion of Traralgon to the north of the Latrobe River.***
- ***It is sound and prudent planning to utilise land to the south of the Latrobe River to the highest degree possible, to extend the life of available land reserves to the north of the Latrobe River.***

### 6.3 criteria for making a decision

The following criteria have been derived from the matters discussed above, in no particular order.

1. *Proximity to existing settlements and urban infrastructure, especially investment in transport and communication, water and sewerage and social facilities.*
2. *Consolidation, redevelopment and intensification of existing urban areas.*
3. *Limiting urban sprawl and directing growth into existing settlements.*
4. *Compact urban areas based around existing or planned activity centres.*
5. *Proximity to existing activity centres.*
6. *Land use and development consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*
7. *Protect and conserve biodiversity.*
8. *Protect productive farmland which is of strategic significance in the local or regional context.*
9. *Protect and where possible restore catchments, waterways, water bodies, groundwater, and the marine environment.*
10. *Restrict low-density rural residential development that would compromise future development at higher densities.*
11. *Ease of implementation given existing zoning and use of land.*

### 6.4 options to be assessed

The options to be assessed are identified as outlined below. In the context of this assessment, development south of the river has been split into the 'east' and 'west' areas. As such the areas for consideration at this broad level include the following:

- Urban consolidation (the existing urban area).
- West of Traralgon.
- East of Traralgon.
- North of Latrobe River.

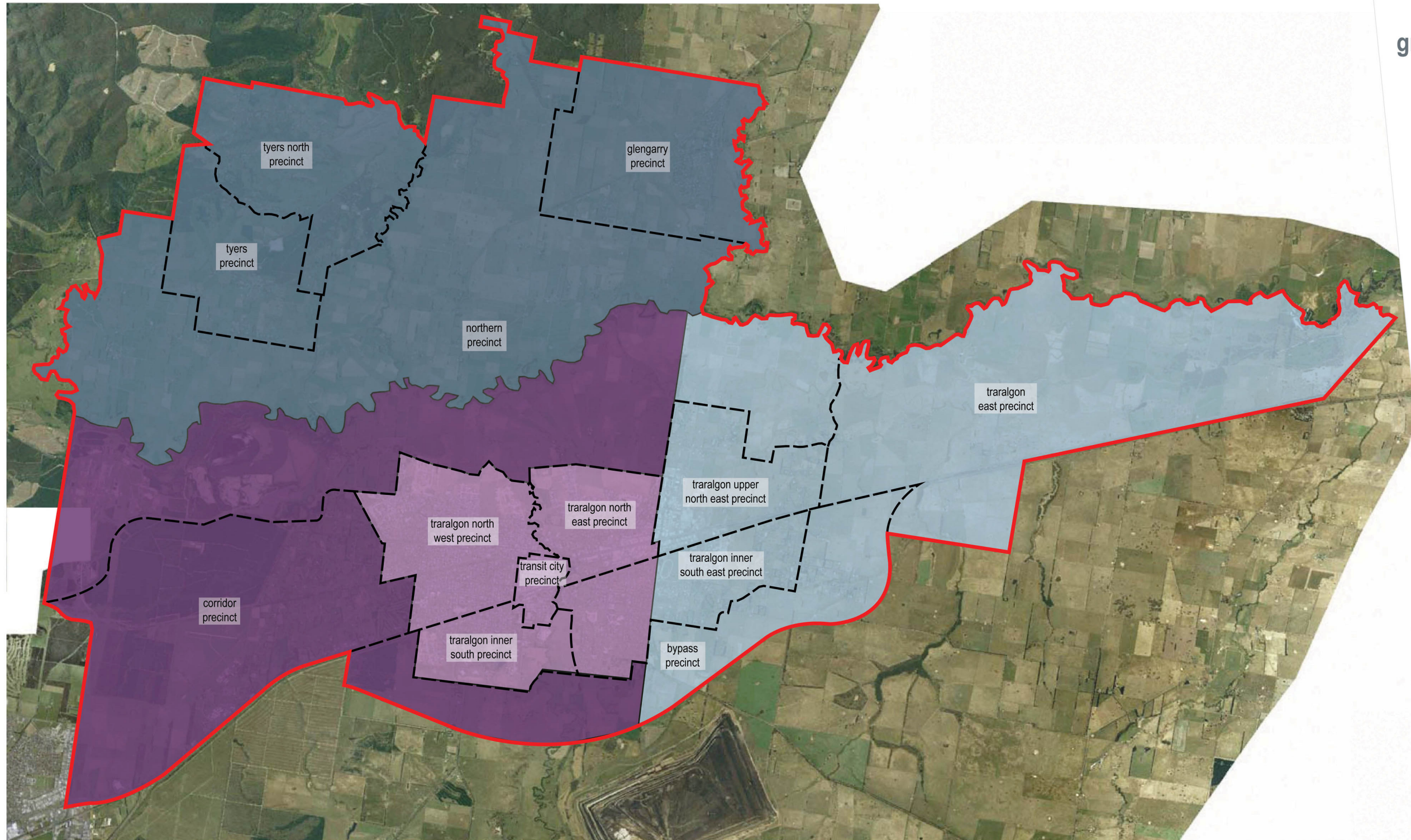
The diagram on the following page illustrates how these four broad areas correspond to the precincts established in the background stage to this work, which are labelled on the diagram.



# traralgon growth area framework option areas

## legend

- study area 
- existing urban 
- west traralgon 
- north of river 
- east traralgon 



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Figure 17: option areas

The assessment involves considering each of the development options identified above in terms of the criterion identified in section 6.3. The assessment involves a simple 4 point scoring system that allows each of the four options to be ranked:

- high (1 point);
- medium (2 points);
- low (3 points); and
- extremely low (4 points).

If not applicable, a value of 1 is given so as not to distort the rankings. Where a consideration is not applicable this is clearly identified in the comments column.

The option with the lowest score is that which is deemed to convey the highest level of compliance with the assessment criteria used.

It should be noted that this form of numerical assessment is not definitive. It is merely one technique to be used in attempting to make decisions about how to accommodate the future growth and development of Traralgon. Any outcomes of the assessment need to be considered using logic and intelligent thought. Having regard to the assessment matrix, development preferences, in order of priority are as follows:

- Option 1 – Urban Consolidation.
- Option 2 – East Traralgon.
- Option 3 - West Traralgon.
- Option 4 – North of the Latrobe River.

Option 1, consolidation of the existing urban area of Traralgon clearly received the lowest total score and is clearly the preferred option having regard to the assessment criteria used. This is largely due to the strength of planning policy that encourages development in existing towns, urban consolidation, limiting urban sprawl etc.

Options 2 and 3 have a similar rating but with Option 3 having a slightly lower score. This due to the fact land to the east of Traralgon will be easier to redevelop given that it is generally zoned Farming, whereas redevelopment of much of the land to the west of Traralgon will be more difficult to achieve given that it is zoned Low Density Residential and Rural Living, has been largely subdivided and developed with houses in accordance with relevant zone provisions and their schedules. This does not consider the other, physical constraints which may affect the areas, such as buffers required by the Latrobe Regional Airport or the Maryvale Paper Mill. While the identification of Traralgon East is a new direction for the growth of Traralgon, it is considered that there are advantages in allowing

development contiguous with existing development to allow co-ordinated decision to be made on the transport connections and other community infrastructure that will be needed to service new residential communities.

Option 4, development to the north of the Latrobe River has the highest score and hence the lowest rating. This is due to distance by which that land is separated from the existing urban edge of Traralgon, from the services and facilities available in the Traralgon town centre and from the accessibility provided by the highway and railway line.

Planning policy strongly discourages new development from occurring in remote locations, away from the edge of existing settlements and distances from the services, facilities and infrastructure generally available within or close to existing towns.

It would be clearly contrary to planning policy to contemplate future large scale greenfield development to the north of the Latrobe River. Hence there is strong policy support to maximise opportunities remaining to the south of the Latrobe River, to avoid the need to consider the possibility of jumping the river in the long to very long term.

traralgon options for urban growth - assessment matrix					
Criteria	Option 1 Urban consolidation	Option 2 West of Traralgon	Option 3 East of Traralgon	Option 4 North of the Latrobe River	Comment
1. Proximity to existing settlements and urban infrastructure	1	2	2	4	Option 1 has the highest rating, as it involves redevelopment within the existing urban area. Options 2 and 3 are rated the same as they both involve land that directly abuts the existing urban fringe of Traralgon. Option 4 has the lowest rating as it is physically separated from the existing urban edge of Traralgon by the Latrobe River and its extensive floor plain.
2. Consolidation, redevelopment and intensification of existing urban areas.	1	3	3	4	Option 1 has the highest rating, as it involves redevelopment within the existing urban area. Options 2 and 3 are rated the same but a lesser rating than Option 1, as they involve expansion of the existing urban area, rather than its consolidation. Option 4 has the lowest rating as it would involve the establishment of a new urban area, (or significantly expanding the small town of Glengarry), to the north of the Latrobe River, a significant distance from the existing urban area of Traralgon.
3. Limiting urban sprawl and directing growth into existing settlements.	1	3	3	4	Same as for Criteria 2. The rating of Options 2 and 3 could be increased to 2 if a higher than conventional density of development occurred in greenfield areas.
4. Compact urban areas based around existing or planned activity centres.	1	3	3	4	Same as for Criteria 3.
5. Proximity to existing activity centres.	1	2	3	4	Option 1 has the highest rating as it involves redevelopment within the existing urban area, which is the closest area to the Traralgon CBD. Option 2 is ranked higher than Option 3, as even though both areas are a similar distance from the Traralgon CBD. Option 2 is closer to a second activity centre in Mid Valley / Morwell than Option 3, which is at the eastern extremity of Traralgon. Option 4, is remote from all town centres.
6. Proximity to major transport routes i.e. highway and railway line	1	3	2	4	Option 1 is given the highest rating as development within the existing urban area of Traralgon would be most accessible to the existing highway and railway line / station. Option 3 is given a rating of 2, as the highway and railway line converge to the east of Traralgon, and if a new railway station could be provided in that location, it would provide the opportunity to establish a highly accessible linear city / transport corridor, focused on those two items of infrastructure. Option 2 is given a rating of 3, as it is more distant from the highway and railway line than Option 3. Option 4 is given the lowest rating as it is physically isolated from both infrastructure items.
7. Protect and conserve biodiversity.	1	3	3	3	Option 1 is ranked highest as it involves land that is already developed for urban purposes. Options 2, 3 and 4 are ranked the same. All options would involve expanding the urban footprint to land not currently used for urban development. However structure planning would ensure no areas of environmental significance were adversely impacted upon as part of the detailed planning of development areas.
8. Protect productive farmland which is of strategic significance in the local or regional context.	1	2	3	4	Option 1 is ranked the highest as it would avoid any loss of Farming Zone land. Option 3 would result in a greater loss of farming zoned land than Option 2, as much of the land affected by Option 2 is zoned Low Density Residential or Rural Living. Option 4 would introduce urban development into an expansive area of Farming zoned land which is presently buffered from the effects of urban encroachment by

traralgon options for urban growth - assessment matrix					
Criteria	Option 1 Urban consolidation	Option 2 West of Traralgon	Option 3 East of Traralgon	Option 4 North of the Latrobe River	Comment
9. Protect and where possible restore catchments, waterways, water bodies, groundwater, and the marine environment.	1	1	1	1	All options are ranked equal, as none would encroach onto the floodplain of waterways
10. Restrict low-density rural residential development that would compromise future development at higher densities.	1	3	2	1	Options 1 and 4 are given a rating of 1 as the criterion is not applicable to those two options. Option 2 is given the lowest rating as much of the land to the west of Traralgon is presently included in a Low Density Residential or Rural Living Zone. In retrospect, given the constraints around Traralgon for long term urban expansion, these zonings restrict the orderly expansion of the town. Not as much land to the east of Traralgon is zoned Low Density Residential, therefore the constraint is less than for Option 2.
11. Ease of implementation given existing zoned and use of land.	3	4	2	1	Conversion / rezoning of Farming zoned land is the easiest option in terms of converting non-urban zoned land to urban land, as it is usually contained in larger allotments and is generally undeveloped. Rural Living zoned land provides a relatively lower level of constraint, as lots in the 8ha range provide a reasonable opportunity to be rezoned and redeveloped for urban purposes, subject to the aspirations of existing land owners. Low Density Residential zoned land provides a higher level of constraint, as lots of 0.4 ha developed for a house, may have limited potential for re-subdivision, depending on the location of existing improvements and depending on the aspirations of existing property owners. Significant changes to the rate of infill development in the existing urban area can be difficult to achieve in practice, despite the fact that no rezoning is generally required, due to existing community values, housing preferences and tolerance to change.
<b>Total score</b>	13	29	27	34	
<b>Overall preference</b>	1	3	2	4	

**Table 7: options for urban growth**

*note: lower scores are preferable*

## 7 development capacity south of the latrobe river

Given the findings of the previous chapter, the most logical and strategically justified option for urban expansion in Traralgon is to utilise land not fully developed for urban purposes to the south of the Latrobe River. Leaving aside dwellings that could be accommodated within existing urban areas, Table 7 summarises the amount of unconstrained land to the south of the Latrobe River, in addition to that already identified by the DPCD as part of the UDP that has been developed between 2006-9 and land which could potentially be used for urban development in the future.

There are a number of additional matters which will influence land availability that have been considered further in finalising figures on the availability of land for development. These include the consideration of the following:

- Separation out of the existing land previously identified for residential development, addressed by the UDP and identified in green on the following diagram to allow consideration of existing land and newly proposed land for development.
- Acknowledgement of the proposed 'urban amenity buffer' to the Australian Paper Mill identified by GHD as agreed by Council, Australian Paper and the EPA. This buffer is a constraint to the intensification of residential development and is likely to preclude residential development, noting that this buffer has been subject to a peer review undertaken by AECOM.
- The exclusion of land which is subject to the Airport Environs Overlay given intensification of sensitive uses in areas affected by this overlay may be contrary to the purpose of the overlay.
- The inclusion of land that may be available for development which is affected by the Design and Development Overlay associated with the Latrobe Regional Airport. The DDO relates to the form of development, and as such, in itself is not a constraint to the intensification of residential uses on the land. The land affected by the DDO relating to the gas line (DDO1) has also been included in these calculations as the DDO identifies a large area within which a planning permit is triggered, however, there remains the possibility of development within much of this area, subject to approval by the relevant referral authority.
- The inclusion in the calculations of land which would require consideration of cultural heritage matters, as identified in Appendix 2, figure 10. Again, while this is a consideration at the development stage it is not a fundamental constraint to increased residential development.
- The impact on amount of land identified under the UDP of recent flood studies which may mean some land is not developable (an area of around 33h) to the immediate east of Traralgon Creek.

The table below identifies the land available within the existing UDP identified areas, as well as within areas affected by different zoning. This allows calculations regarding potential dwelling numbers to take into account the different

development scenarios which are likely within different areas. It should be noted that the density of redevelopment for both Rural Living and Low Density Residential Zoned land under all scenarios is assumed to be 10 lots per ha (rather than 15), given the difficulty in efficiently re-subdividing fragmental land holdings. Taking into account the constraints to development identified in Section 5.1 and the above factors, the available land for development south of the Latrobe River can be identified below.

existing zoning	area (ha)	lot potential (10 lots / ha net)	lot potential (13 lots / ha net)	lot potential (15 lots / ha net)	lot potential (17 lots / ha net)
low density residential	164	1394	1394 (10/ha)	1394 (10/ha)	1394 (10/ha)
rural living	435	3697	3697 (10/ha)	3697 (10/ha)	3697 (10/ha)
farming	863	7335	9536	10560	12470
identified res land under UDP	685	5822	7569	8768	9898
<b>total</b>	<b>2,147</b>	<b>18,248</b>	<b>22,196</b>	<b>24,419</b>	<b>27,459</b>

**Table 8: developable land availability to the south of the latrobe river**

These figures indicate that there is a theoretical land availability south of the Latrobe River which is capable of accommodating between 18,248 and 27,459 new dwellings.

While it is considered unlikely that land within the Traralgon context will develop at a density of 17 lot per hectare, given current difficulties in achieving 15 lots per hectare, it is nonetheless considered important to understand the differences in potential dwellings associated with decisions relating to the density of development.

The calculations above consider land only for residential development. If you remove areas currently zoned farming which have the potential and / or likelihood of accommodating industrial development, the figures are as outlined in Table 8. The parcels removed from calculations below are the parcel of unconstrained farming zoned land closest to Morwell and the parcel south of the Princes Highway to the east of Traralgon (a total of 241 ha). These areas can be seen on the following diagram. The table below also excludes areas which were identified within the UDP as having been previously developed in 2006-9. These areas totalled 98ha, giving a total available greenfield area (as identified in the UDP) of 620ha.

existing zoning	area (ha)	lot potential (10 lots / ha net)	lot potential (15 lots / ha net)
low density residential	164	1394	1394 (10/ha)
rural living	435	3697	3697 (10/ha)
farming	584	4964	7475
identified res land under UDP	620	5270	7936
<b>total</b>	<b>1,756</b>	<b>15,325</b>	<b>20,502</b>

Table 9: land availability (excluding developed and potential industrial land)

## 7.1 theoretical development potential to the south of the latrobe river

To the south of the Latrobe River, between Morwell and Sheepwash Creek to the east of Traralgon, over 800 hectares of land would be available for development if all unconstrained farming zoned land was rezoned for residential purposes in addition to that identified by the UDP. If you exclude the parcels closest to Morwell which are likely to accommodate non-residential uses and allow for a parcel of land to be retained for industrial development to the east of Traralgon, there remains around 580 hectares of land, with the potential for between 4,964 and 7,475 lots. If Traralgon continues to develop at a relatively low density (10 dwellings per ha), as is presently the case, this land is unlikely to fully accommodate the future residential development needs of Traralgon to 2051. If development densities can be increased as per those in the 'compact settlement form' previously discussed, such land (in addition that that already identified through the UDP program) would be sufficient in area to accommodate Traralgon's estimated residential growth to 2051.

The ultimate development capacity of Traralgon (to the south of the Latrobe River) could be expanded considerably by the rezoning Rural Living and Low Density Residential zoned land that presently exists on the edge of town, to enable re-subdivision to more conventional 'urban densities'. If a more compact approach to new residential development does not occur in Traralgon, there will be a critical need to rezone such land, merely to accommodate the expected growth of the town to 2051. If a more compact urban form does evolve, the need to rezone such land will relate primarily to the desire to better utilise available land to the south of the Latrobe River, and extend the time period over for 'unconstrained' growth of Traralgon

	description of land	hectares	potential lots (10/ha net)	potential lots (15/ha net)
Readily achievable – Existing zoned and identified areas plus Farming zoned land	Infill		624	624
	Existing zoned and identified residential areas – as identified by DPCD	620	5,270	7,936
	Farming Zoned Land (excluding potential industrial)	584	4,964	7,475
	<b>Sub-Total</b>	<b>1,204</b>	<b>10,234</b>	<b>15,411</b>
More difficult to achieve - above plus intensification of Rural Living zoned land	Rural Living Zoned land	435	3697	3697 (10/ha)
	<b>Sub-total</b>	<b>1,639</b>	<b>13931</b>	<b>19,108</b>
Difficult to achieve - above plus re-subdivision of Low Density Residential zoned land	Low Density Residential Zoned	164	1394	1394 (10/ha)
	<b>Total</b>	<b>1803</b>	<b>15325</b>	<b>20,502</b>

Table 10: theoretical residential development potential of land to the south of the river

The 'theoretical' development potential of all possible areas to the south of the Latrobe River that could be rezoned for residential development is outlined in Table 10. That table shows that:

- Existing residential zoned land and areas presently identified for future residential development through the UDP (including infill) have the potential to accommodate between 5,894 and 8,560 dwellings.
- Adding the possible rezoning of Farming zoned land would increase the potential to between 13,229 and 19,120 dwellings. If potential land that may be required for industrial purposes is excluded, the potential dwellings would be between 10,234 and 15,411 (depending on densities).
- Adding the possible rezoning of Rural Living zoned land to allow conventional residential development would increase the potential to between 13,931 and 19,108 dwellings.
- Adding the possible rezoning of Low Density Residential zoned land would increase the potential to between 15,325 to 20,502 dwellings.

Figures identified in Table 8 addressing the potential dwellings when a moderate density of 13 dwelling per hectare or higher density of 17 dwellings per hectare can be extrapolated out in a similar manner. In Section 3.2 of this report it was identified that the maximum potential demand for new dwellings in Traralgon to 2051 was 11,574.








The theoretical potential of all land to the south of the Latrobe River is between 15,325 and 20,502 dwellings, depending on the density of development that occurs and including re-subdivision of both Low Density and Rural Residential zoned land. If average dwelling densities of 15 dwellings per ha are achieved the demand can be met

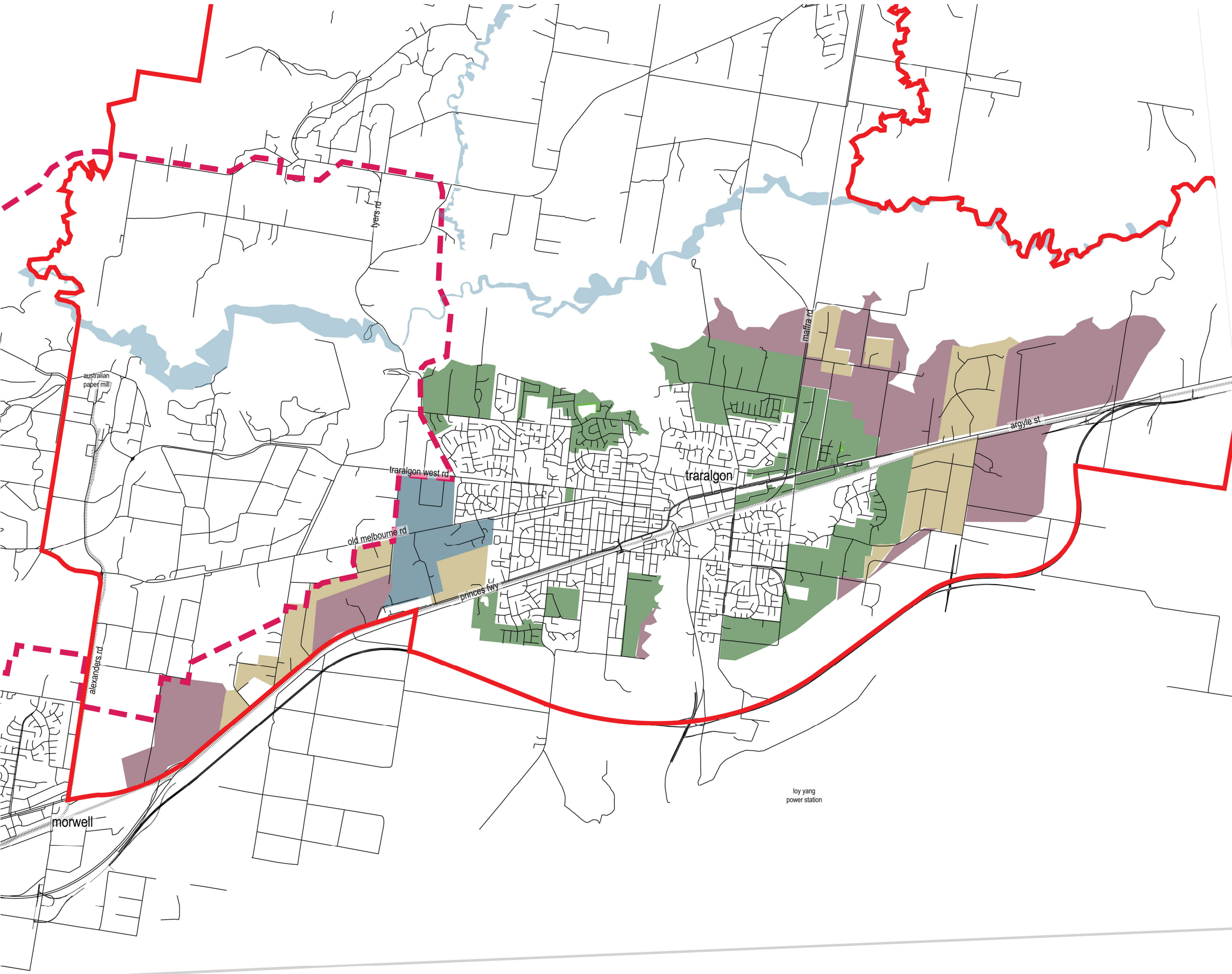
without this rezoning. Accordingly sufficient land is available to accommodate development in Traralgon until well past 2051 (depending on the density of development that occurs and the extent of rezoning of existing Low Density Residential and Rural Living areas) utilising land to the south of the Latrobe River.

# traralgon growth area framework

## available land (south of latrobe river)

### legend

- study area 
- urban amenity buffer 
- urban development program identified development areas 
- unconstrained rural living zoned land 
- unconstrained farming zoned land 
- unconstrained low density residential zoned land 
- latrobe river corridor 




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**Figure 18: available land (south of latrobe river)**

## 8 traralgon growth area framework: principles

The growth area framework plan is shown in Figure 21. While the framework incorporates many of the key ideas and strategies from the existing *Traralgon Structure Plan (2007)*, it aims to adjust these to reflect both the longer term needs of the wider Traralgon area, but also recent planning decisions such as the bypass route, which have affected the implementation of the Structure Plan. The framework plan seeks to implement the following key principles for long term growth:

### broad settlement patterns

1. Balance municipal growth by continuing to promote development in other urban centres, especially Churchill and Moe / Newborough.
2. Contain the majority of urban growth to the south of the Latrobe River in the long term by retaining rural land to the north of the Latrobe River, in the direction of Glengarry as broad hectare farmland. Do not support any rezoning of land in this area that would allow re-subdivision into smaller Rural Living or Low Density residential parcels.
3. Consolidate existing and future urban areas to the maximum extent acceptable to the community.
4. Avoid urban development to the east of Sheepwash Creek.

### residential development

5. Maximise residential development opportunities within and around the CBD and other activity centres in Traralgon.
6. Maximise redevelopment opportunities on strategic development sites as identified in section 9.1.
7. Promote medium density infill development throughout existing residential areas generally, in suitable forms, having regard to the findings of any future Housing Strategy.
8. Seek an appropriate density of development in new greenfield residential developments in order to maximise potential for growth of Latrobe City.

9. Progressive rezoning of all land to the south of the Latrobe River within the identified urban growth boundary presently zoned Farming, to a General Residential Zone, as required over the longer term.
10. Establish a new major residential development corridor in Traralgon East to the north of the Highway. Develop that corridor in a progressive and sequential manner, moving from west to east.
11. Progressively rezone unconstrained land to the south of the Latrobe River that is presently zoned Rural Living and Low Density Residential, to General Residential Zone, in consultation with existing landowners.
12. Encourage development of integrated medium density villages on the Hollydale and Traralgon Golf Course sites.
13. Support ongoing growth and development of Glengarry as a relatively small, compact, urban village. New development should largely be in the form of urban density (fully serviced) residential lots having regard to the existing character of the township.
14. Low density and rural residential development (other than land identified in the existing *Small Town Structure Plan*) should be minimised around Glengarry and, if provided, should only be in discrete locations which do not compromise the logical outward expansion of the town in the long term.
15. Support ongoing growth and development of Tyers as a lower density rural / lifestyle village which provides lower density lifestyle opportunities to those available within Traralgon and Glengarry.
16. Provide appropriate community facilities' and services, such as schools and meeting rooms within easy walking distance of new communities.
17. Generous new areas of public open space to the north of Traralgon and along waterways should be provided to balance increases in residential densities through increase amenity.

### industrial and commercial development

18. Establish an area for future industrial development at the outer eastern extremity of Traralgon, to the south of the Highway and adjacent to the proposed Bypass, with appropriate buffers to residential areas.



19. Encourage industrial land within Traralgon to accommodate service and related industrial uses that primarily serve the needs of residents and businesses of Traralgon and the region. Larger scale base manufacturing and industrial enterprises associated with the mining and power generation industries etc are to be located in other industrial areas within the municipality.
20. A municipal industrial land use strategy should be prepared to confirm the adequacy of provision for industrial land in Traralgon, and to identify other locations for base manufacturing and industry within the municipality.
21. Vertical expansion of the Traralgon Activity Centre (the CBD) should be encouraged to accommodate additional office and retail development.
22. A clear and hierarchical network of activity centres should be established within the study area and across the broader Regional City.
23. Scope should be provided for additional commercial and employment generating uses associated with the Latrobe Regional Airport and Hospital to establish proximate to those developments, in line with Council's Economic Sustainability Strategy within the identified 'employment investigation area'.
24. Bulky goods development should continue to be provided along the Argyle Street/ Princes Highway corridor to the east of the Traralgon CBD and in recently rezoned land to the east of both Morwell and Traralgon.
25. Development of a commercial 'strip' along the Princes Highway should be discouraged between the existing urban areas of Traralgon and Morwell.

## 9 growth area framework

From the above assessment and principles the growth area framework outlined on the following pages has been developed. The following sections of this report detail and discuss the key directions which form the basis of the growth area framework provided on the following page. To facilitate the development of the growth area framework a number of relatively unconstrained areas have been established through this process and are referenced in the following section of this report. The correspondence between these areas and the precincts and areas outlined in Figure 16 are established in the table below to allow for easy cross reference. Of the areas identified in the table below, some are more suitable for particular types of development than others, and some are considered not suitable for development, even if they are physically unconstrained. The areas have been identified to allow for discussion and the recommendations in relation to these areas can be found on the following pages.

Area #	Description	Broad area
1	Existing urban area of Traralgon (including the Traralgon Inner South Precinct and the Traralgon Activity Centre).	Urban Consolidation (existing area)
2	North and south of Marshalls Road, to the west of Traralgon-Maffra Road, rezoned to Residential 1 under AmC56	Traralgon East
3a	Land between the gas pipeline overlay and the floodplain of the Latrobe River, to the northeast of the existing urban area, west of the Traralgon-Maffra Road.	Traralgon East
3b	Land between the gas pipeline overlay and the floodplain of the Latrobe River, to the northeast of the existing urban area, east of the Traralgon-Maffra Road.	Traralgon East
4	Land designated as 'future industrial' within the <i>Traralgon Structure Plan (2007)</i>	Traralgon East
5	Rural Living zoned land to the east of town, north and south of the highway	Traralgon East
6	Land between the existing Rural Living zoned land and Sheepwash Creek to the north of the Princes Highway	Traralgon East
7	Land to the east of Sheepwash Creek, north of the Princes Highway	Traralgon East
8	Land south of the Princes Highway, between the proposed Traralgon Bypass and the existing Rural Living zoned land	Traralgon East
9	Farming zoned land accommodating rural residential development to the southeast of the study area	Traralgon East
10	Land to the south east of the existing urban area rezoned to Residential 1 Zone under amendment C47	Traralgon East
11	Land to the south east of the existing urban area rezoned to Residential 1 Zone under amendment C58	Traralgon East
12	Land to the south of the existing urban area zoned for Farming to the immediate west of Traralgon Creek	Traralgon West
13	Land to the south west rezoned to Residential 1 under amendment C47	Traralgon West
14	Traralgon Gold Course, currently zoned Rural Living	Traralgon West
15	Existing Low Density Residential Zone to west of town centre, north and south of Old Melbourne Road	Traralgon West
16	Land to the north west rezoned to Residential 1 under amendment C58	Traralgon West
17	Rural Living zoned land west of the town centre within the extent of the urban amenity buffer	Traralgon West
18	Rural Living zoned land west of the town centre outside the extent of the urban amenity buffer	Traralgon West
19	Land to the north of the Princes Highway between Traralgon and Morwell	Traralgon West
20	Land to the immediate south of the Tyers township	North of the river
21	Land to the north-east of the Tyers township, previously identified for low density development	North of the river
22	Tyers township	North of the river
23	Land to the immediate west of Rural Living land to the north of the Glengarry-Moe Road	North of the river
24	Land to the south west of Glengarry previously identified for low density development	North of the river
25	Glengarry township	North of the river
26	Land between the existing Glengarry township and the floodplain to the east	North of the river
27	Land to the north of the Latrobe River	North of the river

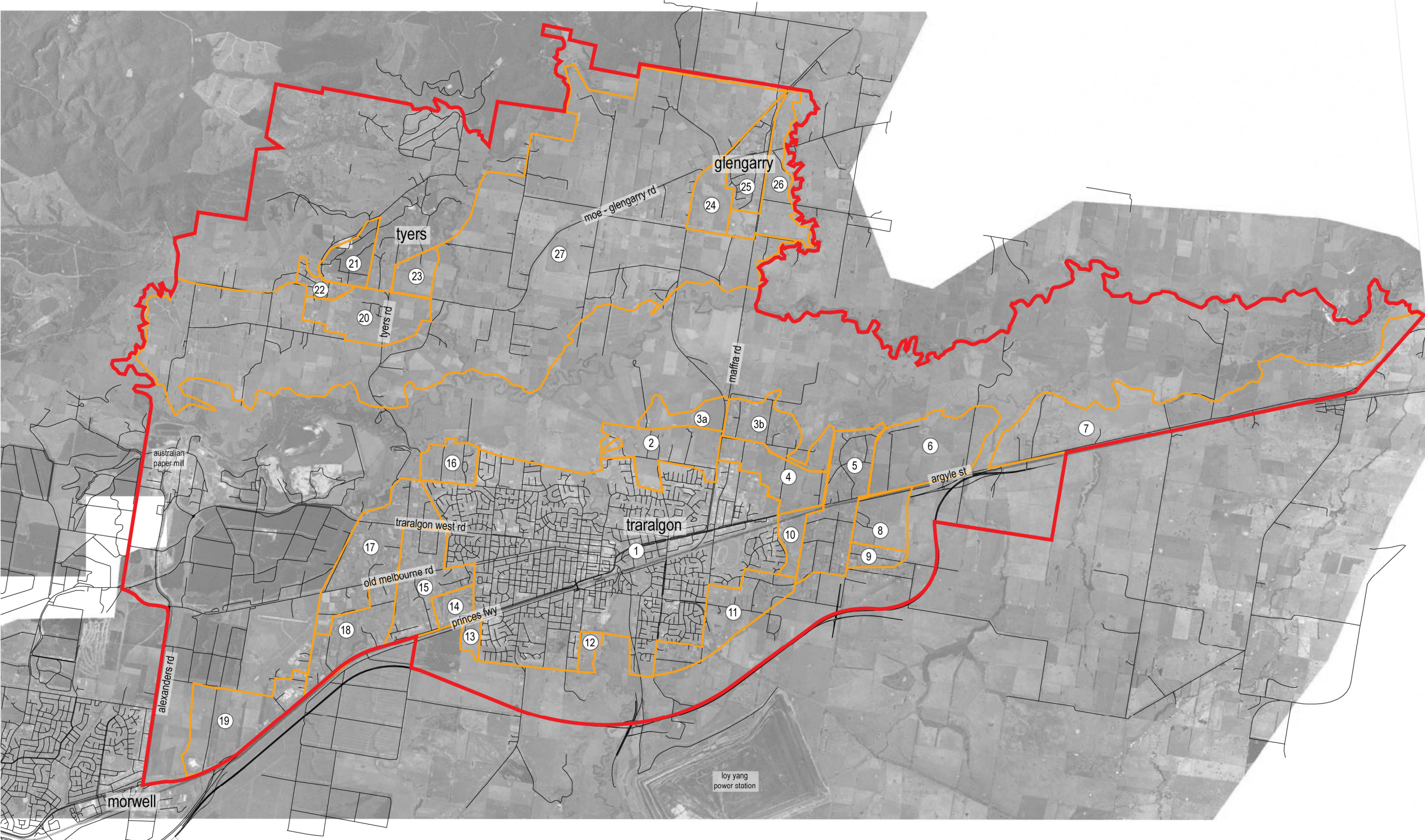
**Table 11: potential residential development areas**

# traralgon growth area framework

## potential residential development areas

### legend

- study area 
- potential residential development areas 



Project Ref: 11.101  
 Dwg No.: DWG-017  
 Scale: 1:30000 @ A1  
 1:60000 @ A3  
 Date: 20.08.2013  
 Revision: F

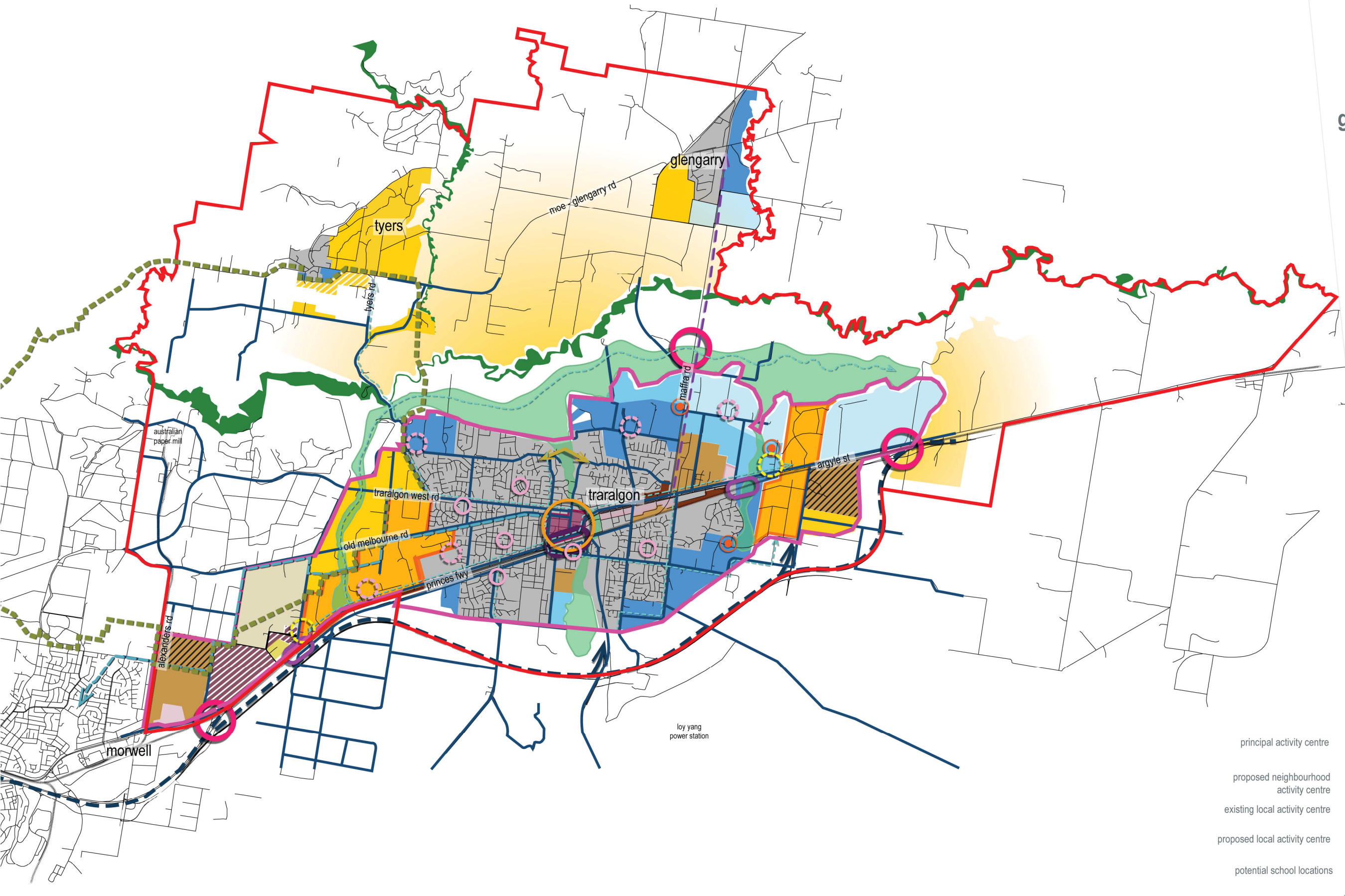


Figure 19: development areas

# traralgon growth area framework

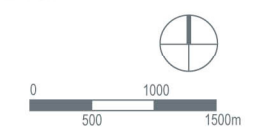
## legend

- study area
- ultimate urban growth boundary
- urban amenity buffer
- industrial 1 zone
- industrial 3 zone
- potential long term industrial use
- intensification areas
- low density / rural living
- future investigation area for rural living
- first stage greenfield
- second stage greenfield
- future greenfield (long term)
- existing urban area
- protected rural land
- proposed major recreation conservation & open space zone
- commercial core
- bulky goods
- employment investigation area
- latrobe regional airport
- main roads
- gippsland plains rail trail
- traralgon - morwell shared path
- priority cycle paths
- proposed bypass
- proposed bypass off ramps
- east-west creek crossing
- latrobe river corridor
- traralgon station



- principal activity centre
- proposed neighbourhood activity centre
- existing local activity centre
- proposed local activity centre
- potential school locations
- proposed station
- key gateway

Figure 20: growth area framework



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## 9.1 residential

This growth framework seeks to establish a number of options for growth, allowing flexibility to both respond to unforeseen constraints, but also to react to new directions or increases in demand. This is particularly important given the long timeframe for which this framework seeks to provide guidance.

As a first priority, any growth area framework should aim to consolidate the existing urban area of Traralgon as much as possible. Such action will prolong the time over which unconstrained land to the south of Traralgon will remain for development. However, the growth of Traralgon should not depend entirely on this option, as a diversity of housing options is a key planning principle. As such, a series of growth options are discussed below.

### consolidation of the existing urban area

Consolidation of the existing urban area (area 1) should be sought through a variety of means. These should include:

- The development over time of strategic sites, including those identified below for medium density residential uses. Any development should occur in consultation with the landowners and key stakeholders. There is a role for Latrobe City Council to play in facilitating potential relocation areas for these uses, should this approach be supported. Strategic sites for medium density development include (but are not limited to):
  - a. The 'Hollydale' site, which offers opportunities to develop a 'high end' housing product in a landscape setting;
  - b. The Traralgon golf course, which could relocate to the fringe of the city and also offer opportunities for a high end housing product in a landscape setting;
  - c. The remaining undeveloped land from the former psychiatric hospital in the south west, again which provides potential for an alternative form of residential development in a landscape setting;
  - d. Glenview Park, which could be redeveloped (as with many racetracks in Melbourne) without necessitating the removal of current activities;
  - e. Promotion of higher density residential development within the Traralgon CBD, particularly in areas with good amenity, as well as encouraging higher density development around other Neighbourhood Activity Centres; and
  - f. Implementation of the Traralgon Inner South Precinct Masterplan.

Promotion of medium density infill development throughout existing residential areas generally which is responsive to the local context that is present in different areas of the city should also be considered.

The increase in dwellings within the established urban area needs to be considered a priority for Council in ensuring that residential development opportunities remain available within Traralgon in the longer term. To this end, clear guidance should be provided on what infill development will be supported in different areas of the city. A Strategic Infill Assessment looking at both the opportunities available on strategic development site, as well as providing guidance for what typology of infill development is suitable in different parts of the city should be a priority. This work should also inform the application of new residential zones recently introduced by the State Government and could form part of a broader Housing Strategy.

### increasing densities in greenfield areas

As important as increasing densities in existing urban areas is consideration of whether new areas, particularly those recently rezoned under Amendments C47, C56 and C58, are developed in a manner which has regard to the longer term constraints to development of the city.

#### densities

The draft Traralgon Growth Areas Framework (TGAF) identified that existing state level policy seeks to target a **minimum net density** of 15 lots per hectare for residential land.

Under the Growth Area Authority (GAA) Precinct Structure Planning guidelines which were referenced in this report, the definition of **net housing density** is as follows: *"The number of houses divided by the net developable area"*

The **net developable area** is defined as: *"Land within the precinct available for development. This excludes encumbered land, arterial roads, railway corridor, government schools and community facilities and public open space. It includes lots, local roads and connector streets."*

The 23 areas identified within the growth areas framework represent **gross developable areas**, as defined by the GAA given that major constraints etc have been removed. The transferral of this gross area to a **net developable area** was undertaken by way of an examination of precinct structure plans prepared by the GAA for large greenfield development areas around Melbourne. These indicated a **net developable area** of around 75% to 80% of the total planning area of precincts. Given that, the land areas identified for future urban development around Traralgon are relatively small, with most constraints, encumbrances etc removed and little existing infrastructure existing, it was assumed that the net residential development area will be a higher proportion than 75% to 80% and for the purposes of this project it was assumed that the **net developable area** of greenfield locations will be around 85%.

It is worth noting that the draft TGAR report refers to **net residential developable area** (which excludes other land uses such as commercial areas and non-govt schools) in this explanation rather than **net developable area**. Net developable area is what is meant in that case and is considered to be around 85%. This is due to the fact that the vast majority of areas likely to be developed in the Traralgon context will be for residential rather than commercial uses, with only small local centres to be provided in most cases.

These definitions informed TGAR but it was identified that in terms of estimating the development potential of greenfield areas it would be useful to convert **net housing densities** into gross densities given the broad calculations and land areas utilised by this overall framework plan.

On the basis outlined above a **net housing density** of 15 lots per hectare equates to a gross density of 12.8 lots per hectare. This due to the fact that once the additional undevelopable land has been removed from a gross developable area the density of dwellings per hectare will consequently be higher. This figure of 12.8 was used to calculate the suitability of identified unconstrained areas (which represent gross developable areas) to accommodate the projected growth out to 2051.

The ambition to achieve a minimum net density of 15 dwellings per hectare is pursued by the State Government but is understood to be of concern to many residents in relation to recent outcomes in achieving this density. Appreciating the role that densities in new greenfield areas play in the long term growth prospects of the city is an important ambition of TGAR plan to accommodate growth.

Often there is a desire to identify a lot size under such a minimum net density and a tendency to identify that this will lead to the imposition of smaller lot sizes which will not meet market demand but, this does not have to be the case. The intention of a 15 dwellings per ha minimum density is intended to provide an **average** within an area. It is likely that some lots will be above, and

some below, any 'average' lot size you would get by merely dividing land (i.e. 1ha developable area divided by 15 dwellings = 500 - 600sqm lots). TGAR strongly encourages the development of different types of housing (i.e. townhouses or other medium density developments) that may assist in providing a **diversity** of housing rather than provision of smaller lots to accommodate standard conventional detached dwellings in responding to density targets, as has occurred previously. Diversifying the types of housing provided within a development front (e.g. Traralgon North: Marshalls Road) allows the majority of lots to be provided a larger size. As a theoretical example, one row of townhouses in an appropriate location may mean the remainder of lot could be 1000sqm. As such, it is considered important for the encouragement of housing diversity that the minimum lots sizes remain a key ambition. The appropriate mechanisms for achieving this diversity and consolidation within the Traralgon context should be established through a more detailed Housing Strategy.

This means that first stage greenfield areas within Traralgon (2, 10, 11, 13 and 16) should:

- Maximise density of development in new greenfield residential developments. This should be subject to the findings of a Housing Strategy to identify mechanisms for providing increased densities to avoid constraining growth and promoting diversity while maintaining existing lifestyle and character values.
- Consider introducing zones such as the Residential Growth Zone around activity centres or high amenity corridors in these areas to ensure that development at higher densities is achieved.

### **consolidation of existing low density and rural living areas**

Any consolidation policy should apply not only to General Residential zoned land but also to Low Density Residential and Rural Living zoned land adjacent to the urban areas of Traralgon. Rezoning of existing Low Density Residential and Rural Living areas will affect the amenity and aspirations of existing landowners. No rezoning of these areas should occur without consultation with and involvement of these owners. As a consequence, redevelopment of these areas is likely to be relatively ad-hoc and occur incrementally over an extended period of time. Some pockets of low density development may remain. Over time such areas are likely to gradually redevelop and change. The process will be relatively slow and it is not appropriate to rely on these areas solely to provide a future supply of residential lots. Other development fronts comprising more readily developable Farming zoned land will still be required to accommodate the major proportion of development in Traralgon. Consolidation of existing Low Density and Rural Living areas (5, 14, 15 and 18) would require:

- Progressive rezoning of unconstrained land to the south of the Latrobe River that is presently zoned Rural Living and Low Density Residential, to General Residential Zone in consultation with existing land owners, with the exception of land affected by absolute constraints or the urban amenity buffer.
- The preparation of Development Plans to ensure that development across the precincts occurs in a coordinated manner and that the provision of relevant infrastructure and facilities is not constrained.

- As a priority, seeking to increase densities within areas 5 and 15, where possible.
- Increasing densities in area 17 only where supported by the EPA and Australian Paper, noting that this area may become highly valued as other lower density areas adjacent to Traralgon intensify over time.
- Recognise areas 8 and 9 as a Rural Living area given existing development once intensification of Area 5 progresses.

### **development to the east**

Land to the east of Traralgon is generally less constrained and has greater potential to provide for ongoing greenfield residential development than land to the west. Land to the west is not only constrained by the airport and paper mill, but also the existing fragmented small lot subdivision pattern and is unlikely to meet the long term growth needs of the city. The opportunity exists to provide a major new residential development cell to the east of Traralgon, north of the Highway. This area has the potential to extend to the east, to the logical barrier posed by Sheepwash Creek over the very long term allowing for the planning of well-connected and properly serviced new communities. Given the distance of this area from the Traralgon Town Centre a new activity centre and community services cluster will need to be provided in this area, ideally located near existing businesses and supported by an additional train station. Merit is seen in using land identified in the *Traralgon Structure Plan (2007)* for future industrial use, for residential use, and in providing for additional long term industrial land on the south side of the highway adjacent to the proposed bypass, at what will become the eastern extremity of the urban area in the longer term. In developing this area the framework seeks the following:

- The next major greenfield growth areas of Traralgon should be located in Traralgon East to the north of the existing Traralgon North development area, to the boundary of the floodplain and north of the Highway, in land currently identified for 'future industrial' in the *Traralgon Structure Plan (2007)* (areas 3 and 4).
- That corridor should develop in a progressive and sequential manner, moving from west to east and consideration should be given to identified longer term growth during the preparation of Development Plans.
- Consideration should be given within any Municipal Industrial Study, as to the extent that the currently zoned industrial land which could be reduced, and this may also allow some additional residential development to the south of area 4, subject to further studies. Appropriate buffers should also be provided between industrial areas and any new residential development.
- Establish parameters for development in the areas affected by the gas pipeline easement (DDO1).
- Once areas 3 and 4 have been developed, and in tandem with the ongoing intensification of area 5, develop area 7 for residential purposes. Sustainable transport connections and local services and facilities will need to be developed in conjunction with any residential growth in this area.

- Ensure that area 6 remains outside the urban growth boundary of Traralgon in the very long term due to its separation and distance from the CBD and associated services and facilities and the need to ensure a compact urban form to protect surrounding agricultural land.

### development to the west

Development in the west of Traralgon is constrained to a degree by the identified 'urban amenity buffer' associated with the Australian Paper mill. These constraints mean that efficiently using the strategically located unconstrained land within the corridor between Morwell and Traralgon will be important. While some of this land is identified for commercial purposes, see section 9.3, consolidation of residential uses in this corridor are an aspiration of the framework. Intensification of existing lower density residential areas to the west of Traralgon will not form the major future growth area for Traralgon (that are will be to the east of town), but they will play an important role in accommodating growth. However, in consultation with existing land owners, these areas could be progressively rezoned and redeveloped over time and there are a number of strategic development sites within this corridor capable of supporting significant residential communities. Within this area:

- As a priority seek to increase densities within area 15, where possible and not constrained, subject to the preparation of a Development Plan to ensure co-ordinated development.
- Support development of a medium density village in Area 14 subject to the wishes of the Traralgon Golf Club and ensure any development retains existing landscape setting, in particular canopy vegetation.
- Retain Rural Living development in area 17 to avoid increasing densities proximate to the Australian Paper Mill and the regional airport. Development on the basis of existing subdivision potential under existing zoning in this area will need to be subject to consideration by the EPA and Australian Paper.
- Encourage development of a higher density residential village on the large and strategically positioned Hollydale site.
- Provide high levels of access to public transport along the highway corridor, including the potential provision of a new train station and a high frequency bus service.
- Provide a new Neighbourhood Activity Centre around the intersection of the Princes Highway and Airfield Road to service the needs of those using the hospital, airport and associated facilities. The extent of this centre could be expanded should the corridor concept be pursued by Council to accommodate additional employment generating uses associated with either the airport or the hospital. Further detail regarding this centre is provided at section 9.3.
- Other than the proposed Neighbourhood Activity Centre proximate to the hospital, the existing strip of car yards and local convenience shopping, no commercial development should be permitted in this corridor to protect the existing town centres of Morwell and Traralgon and to retain this land for residential uses.

- Seek to develop generous new areas of public open space and community facilities in new growth areas, subject to preparation of Development Plans.

### development north of the latrobe river

Given the remoteness of areas to the north of the Latrobe River from activity centres and other urban services and facilities available in Traralgon, the growth framework aims to avoid major urban development to the north of the Latrobe River. Whilst some community services and facilities are available in the small towns of Tyers and Glengarry, these do not sufficiently justify major urban expansion of these towns.

#### Glengarry (area 24, 25 and 26)

Land to north of the Latrobe River, particularly in the direction of Glengarry is relatively unaffected by physical constraints to urban development. The main reasons why such land is not considered appropriate for large scale urban development is due to planning policies, particularly those regarding settlement patterns, which are based on objectives regarding sustainable urban forms and access to services and facilities. However, no future development or subdivision should occur to the north of the river, and around the town of Glengarry that would prejudice the potential for possible urban development in the very long term. Additional low density residential development should be avoided in proximity to the urban centre of Glengarry. While some lower density development is likely to occur in areas identified in the *Small Towns Structure Plans* in the short term, in the long term, LDRZ land should be carefully considered in the broader context and should not be provided immediately adjoining Railway Avenue to avoid prevention of longer term urban expansion opportunities for Glengarry. This direction will require a minor change to the recent Structure Plan but it is considered that this is important for the long term future of the area when considered at a broader scale. The following directions for Glengarry are to be pursued:

- Land around Glengarry is relatively unconstrained. It is considered that development of Glengarry should take a more efficient 'urban form' (responsive to the rural township character) rather than low density residential.
- Support the gradual development of land to the east, between Railway Avenue and the floodplain, with standard residential densities, as identified in the *Small Town Structure Plans* and extending to the south.
- The area identified for Low Density Residential development as part of the *Small Town Structure Plans* is supported due to existing flooding constraints (which has been considered by the *Small Town Structure Plans*), excluding land to the east not affected by flooding which should be retained for conventional 'urban' development contiguous with the existing Residential 1 Zone.
- Low density and rural residential development should be provided only in the identified area adjacent to Glengarry and in discrete locations which do not compromise the logical outward expansion of the town in the very long term.

### Tyers (areas 20, 21, 22 and 23)

Tyers is more distant from Traralgon than Glengarry and is located at the base of the foothills and is not currently provided with sewerage infrastructure. It is acknowledged that there is significant community and Council support for the provision of sewerage infrastructure within Tyers given existing issues on smaller lots within the township. However, it is understood the provision of sewer servicing is not anticipated in the short to medium term within Tyers. Given strategic directions for other area, there is the potential for the township to play a very significant role as a lower density lifestyle area while avoiding similar issues into the future. This will be particularly important to continue to provide such highly valued lifestyle opportunities around Traralgon, given the progressive intensification of land to the south of the Latrobe River. In relation to the Tyers township the following directions in relation to residential land are recommended:

- Support ongoing growth and development of Tyers as a lower density / rural lifestyle village which provides lower density lifestyle opportunities to those available within Traralgon and Glengarry. Support expansion of the township as identified in the relevant Tyers Structure Plan subject to appropriate consideration of bushfire risk.
- When appropriate demand for larger lot housing exists, support expansion of rural living opportunities to the east (Area 23) to support the continued development of Tyers.
- Discourage expansion of the Tyers township area (area 22) to the south. This expansion was outlined in the Structure Plan, however in light of the buffers now known to be associated with the Australian Paper Mill, rezoning to Township Zone to allow expansion to the south of the existing township needs to be reconsidered.
- Consider the development of additional areas of Rural Living opportunities to the south of Tyers (area 20) where 'long term urban' expansion is proposed in the *Small Town Structure Plans*. The suitability of this type of development will be subject to additional consultation with the paper mill and the EPA and subject to further modelling given the development would occur within the identified urban amenity buffer area. An agreed area has been identified as a 'future investigation area for rural living' in which additional testing should be undertaken and is shown on relevant plans. However, consideration may be given to expanding this investigation area to the extent of the existing pockets of Rural Living Zone land slightly further to the south and south-east.

It is noted that the directions above will require some amendments to the existing Tyers Structure Plan.

### Other land north of the Latrobe River (area 27)

There should be no rezoning or significant subdivision of the land to the north of the Latrobe River in the medium to long term in order to protect opportunities for future expansion. While development across the river is not supported at this point in time, it is difficult to predict the development pressure or styles of development that will occur in the much longer term. In addition, there may be an important role for the area in supporting economic opportunities

associated with agriculture. The future of this land should be determined in consultation with the community at such a time as when the other opportunities for residential development outlined in this framework have been utilised.

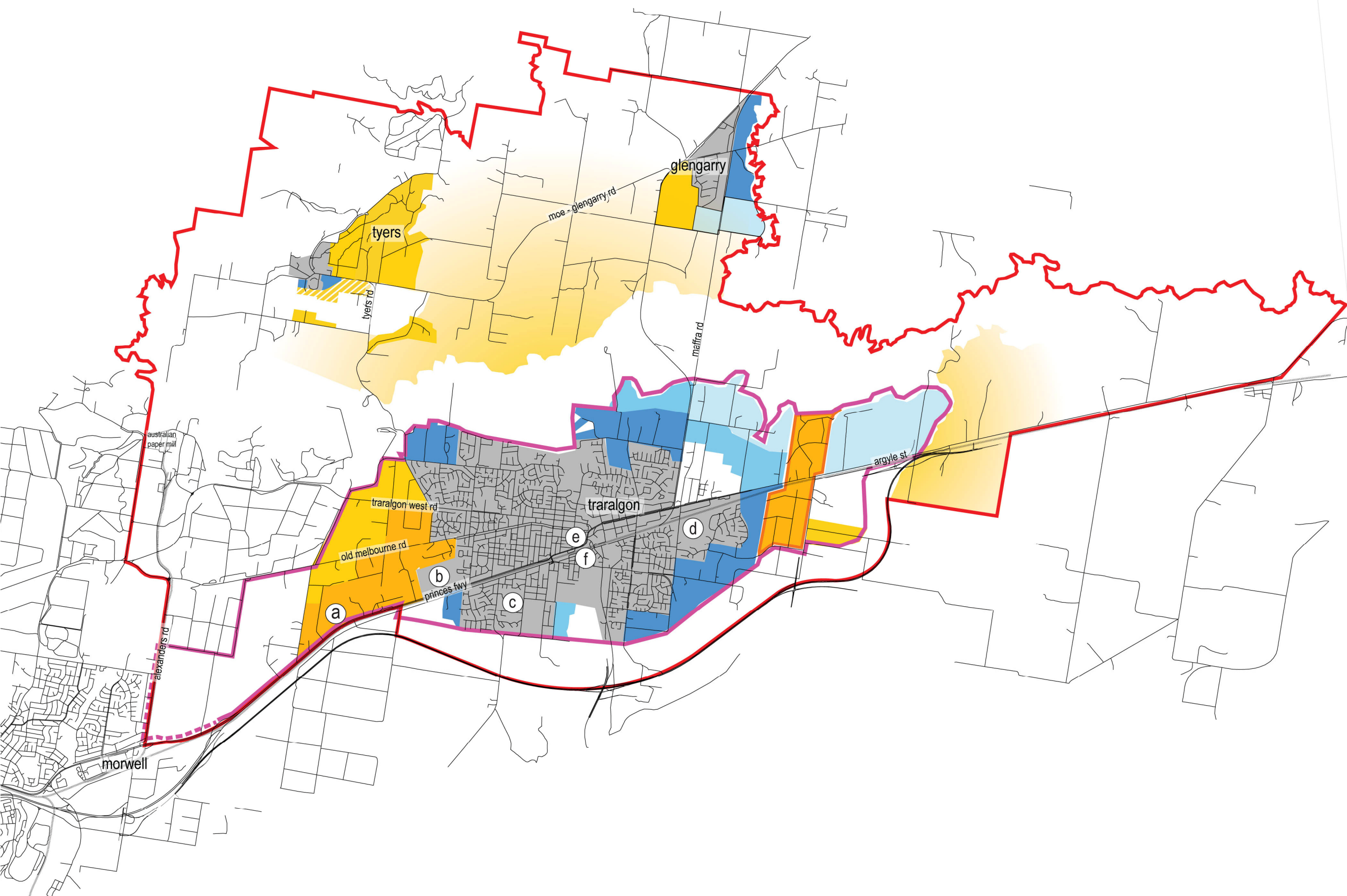


# traralgon growth area framework

## residential

### legend

- study area
- urban growth boundary
- intensification areas
- first stage greenfield
- second stage greenfield
- future greenfield (long term)
- low density / rural living
- future investigation area for rural living
- consolidation area
- protected rural land
- strategic residential development sites



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**Figure 21: residential land development**

## 9.2 industrial land

The *Traralgon Structure Plan (2007)* identified an area of land for future industrial rezoning which was located to the north and east of the existing industrial area in Traralgon East (Figure 22). That parcel of land has an area of 109 hectares. The land is gently undulating grazing land which is currently zoned Farming. Whilst the land abuts the existing Traralgon East industrial area, it is largely unconstrained in other regards. Given the constraints to residential development that exist around Traralgon, merit exists in considering this land for future residential development, other than for industrial uses which have less constraints in terms of location. It is considered suitable for residential for the following reasons:

- Gently undulating land that is well suited to residential development and slightly elevated with good outlooks to the north and to the south.
- Is located further from the industrial complex at Loy Yang than potential residential areas to the south of the Highway.
- Is a large area of land, which when combined with other land to the north (running down to the Latrobe River) and to the west, would enable an attractive and a functional residential neighbourhood to be established.

The only constraint in terms of using the land for residential purposes would be providing an appropriate interface with the existing industrial precinct located at the intersection of the Princes Highway and Traralgon-Maffra Road. There is also the possibility that some of the larger lots at the northern edge of this existing industrial area may be able to transition to residential uses over time, providing additional land within this area, although this would need to be carefully considered as part of a future industrial study.

In terms of alternate locations for industrial land around Traralgon, considerable vacant land exists to the south of the existing urban area of Traralgon. This land is not suitable for residential development because it is located within the buffer of either the coal mining industry (ESO1) or the Traralgon Bypass DDO3 which also restricts 'sensitive' uses. Discussion should be held with relevant parties to establish if there is flexibility to establish other (non-sensitive) uses within this buffer, particularly in proximity to proposed bypass ramps. Use of such land for industrial purposes would result in an 'urban' use of land within the buffer area, whilst releasing less constrained land previously identified for future industrial purposes, for residential development.

An alternative potential future industrial area is identified on Figure 22. The land has an area of around 140 hectares, which provides for an area of land more than equal to that originally proposed under the *Traralgon Structure Plan (2007)*. The characteristics of the proposed alternative site that favour its use for future industrial development include the following:

- The land is relatively flat, cleared and unconstrained, other than by buffer overlays (in part).
- It directly abuts the proposed Traralgon Bypass.
- It would have good access to the Bypass given that an interchange is proposed at Minniedale Road, which runs past the western frontage of the land.
- The northern frontage of the land (along the Princes Highway) is separated from the Highway by the railway line and substantial tree planting. This will prevent direct frontage to the highway of industrial lots providing a landscaped buffer that will enhance the amenity of the eastern gateway into Traralgon.

While this land is identified within this framework for potential long term (light) industrial uses, this should be considered by a municipal wide industrial strategy and appropriate buffers to established residential areas being included in as part of any development. Should this land not be required for industrial purposes due to more suitable land being identified in other parts of the Regional City as part of future assessment of industrial needs then its use for residential purposes should be considered. Potential constraints to the use of the land for industrial purposes include the following:

- Access to the precinct from the Princes Highway will need to cross the railway line at Minniedale Road. Further traffic analysis would be required to confirm the appropriateness of this arrangement as part of any rezoning of the land once demand has been established.
- Appropriate parameters for development within DDO1 will need to be established.
- It abuts dwellings which are part of a rural residential subdivision (generally 2ha lots) to the south and west and an appropriate transition will need to be determined, potentially through use of the Industrial 3 Zone or the establishment of appropriate landscape buffers.

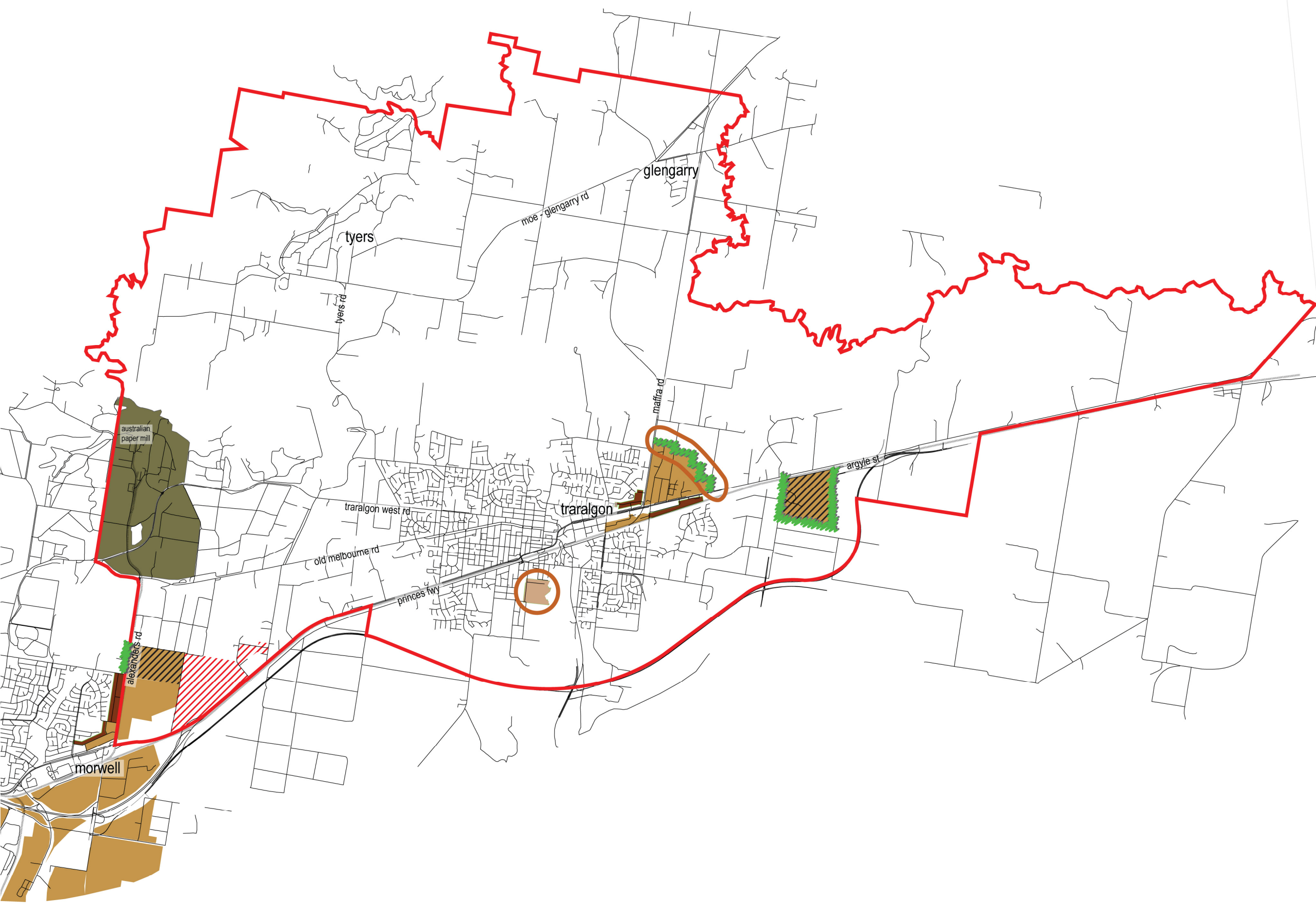
Further to this identification of new industrial areas, the longer term relocation of industrial uses from the Traralgon inner south area should continue to be pursued by Council as a strategic objective.

To the west of Traralgon an additional area of land to the west for the Latrobe Regional Hospital has been identified as an 'employment investigation area'. The uses that would be appropriate within this area should be subject to more detailed consideration but such uses may include industrial type development. In addition to this 'employment investigation area', a long term extension of the existing Morwell East industrial area should complement any such opportunity.

# traralgon growth area framework industrial

## legend

- study area
- industrial 1 zone
- industrial 2 zone
- industrial 3 zone
- proposed long term industrial use
- employment investigation area
- residential interface buffer
- potential transitional areas



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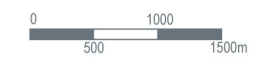


Figure 22: industrial land development

### 9.3 commercial activity and activity centres

Traralgon is identified within local planning policy framework as the commercial centre for the municipality. As such it is important that sufficient consideration is given to the provision of land to allow the continued development of this part of Traralgon's future growth. It is considered that there are significant benefits to the town if this growth can be accommodated in a consolidated manner, allowing synergies to develop, rather than allowing dispersed development of retail and office uses. There is likely to be a requirement of over 40,000sqm of retail floorspace and around 30,000sqm of office floorspace (under a 'high growth' scenario where a department store is accommodated in the CBD, see *Traralgon Activity Centre Plan: Economic Assessment*, Tim Nott 2010). It is considered that the majority of this growth is able to be accommodated within the existing footprint of the Traralgon Activity Centre.

Within the context of Traralgon, the Central Business District (CBD) will remain the key commercial area, accommodating the majority of new business and other commercial development, as well as range of community services and facilities. Given the importance of this commercial centre to the wider Gippsland economy (as identified in the draft *Gippsland Regional Growth Plan (2013)*) clear identification of how this floorspace will be accommodated in the centre is crucial. The development of this important activity centre will be guided by the Traralgon Activity Centre Plan, which is currently being prepared and the completion of this project should be a Council priority. Within the broader residential areas, there are a number of small local centres, which consist primarily of milk bars or small convenience supermarkets, with a few associated shops such as take away food stores or dry cleaners.

Traralgon currently has no identified activity centre hierarchy. For the purposes of this project the following hierarchy has been adopted:

- **Principal Activity Centre:** The main focus for a wide range of higher density commercial, community and residential uses, the Traralgon CBD.
- **Neighbourhood Activity Centre:** Centres which provide a more localised cluster of services and facilities, including community uses, a supermarket, and local shops and personal services. These centres should not compete with the Principal Activity Centre,
- **Local Activity Centre:** Small centres containing individual shops, providing local convenience food shopping, take away food and personal services. Kindergartens and other more localised community uses may also be provided in such centres.

This hierarchy should be further refined though a more targeted Activity Centre study which will provide additional detail on the scale of centres having consideration for more detailed analysis of local populations. It is noted however, that both Neighbourhood Activity Centres have been proposed where they also service areas where clusters of

employment are expected and where the location of potential new train stations are identified. The nexus between providing areas of activity where there is both potential for additional transport options (especially rail services in the longer term) and where they can also service employment clusters is noted. This is particularly the case in Traralgon West where the regional benefits in providing an addition station proximate to the Latrobe Regional Hospital are clear. Any centre could leverage off this access. It would also provide a convenient location of the hundreds of existing workers in the area whose numbers are identified as doubling under current plans and could increase even more significantly as part of the development of the employment investigation area, not to mention patients and visitors associated with the hospital. Both identified NACs have been located an appropriate distance from the relevant CBDs of Morwell and Traralgon and would perform a different function to more regional destinations such as Mid Valley (i.e. the focus would be on employment with a supporting retail role, as opposed to a retail focus). The potential size and parameters around any such centres will need to be refined through further assessment.

As new residential areas develop, planning policy requires that they are provided with appropriate access to local shops and to community facilities within a walkable distance. The importance of these principles are underlined within the Latrobe Planning Scheme through the incorporation of the Healthy Design Guidelines, as well as through state planning policy which seeks to increase the sustainability of new communities by providing access within walkable catchments to a range of services for new residents. In addition the *Precinct Structure Planning Guidelines* prepared by the Growth Area Authority sets out a series of guidelines for the provision of services and facilities, such as 95% of new dwellings should be within 1km of a supermarket (appropriately sized). While these guidelines have been developed for a metropolitan context they provide a useful tool in assessing the potential location of activity centres provided the local context is considered e.g. the appropriate size for any supermarket within these centres.

The Latrobe Regional Airport is identified in the *Economic Sustainability Strategy* as one of three areas of "significant commercial importance". The airport and the development of the land around the airport should be considered in light of its designation as a "concentrated employment zone" and the opportunities for land use to support employment should be provided. The recent release of the draft *Regional Growth Plan* for Gippsland has identified that the potential for Latrobe Regional City to develop significantly and to play a much stronger role in Victoria (in line with Geelong, Ballarat and Bendigo). This development will be driven by growth in employment opportunities, many of which would benefit from locating in such a strategic area. The land has been identified as an 'employment investigation area' in recognition that further work is needed to assess the opportunities for economic development and jobs growth associated with both the hospital and airport sites, as well as the potential to develop other clusters, perhaps around research and development of value adding to the agricultural produce of the region. These and other opportunities, and the appropriate relationship between uses that may establish there and those sought by the CBDs of Morwell and Traralgon should be explored further prior to any rezoning of this land.









Bulky goods development should be accommodated in either the existing area identified for bulky goods retailing along Argyle Street to the east of Traralgon's CBD, or within the two large areas recently rezoned for this purpose at either end of the study area (and identified on the 'commercial' plan), noting that further existing opportunities for this type of retail exist within the Mid Valley area of Morwell. Bulky goods retailing should not be allowed outside of these areas in the short to medium term, as these areas address identified demand.

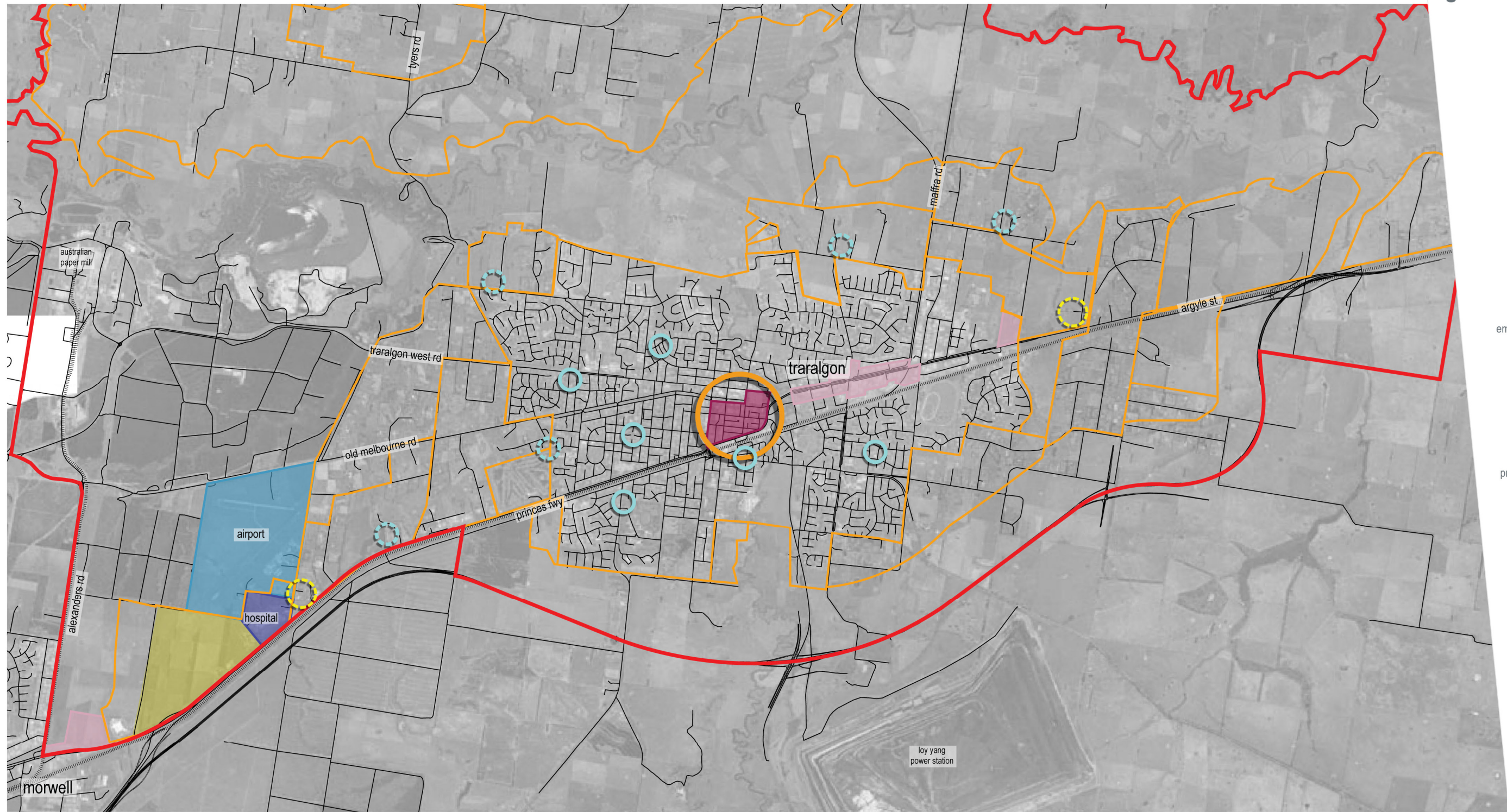
The following page identifies the framework for commercial activity in the longer term within Traralgon. It should be noted that this framework is broad in nature and further detailed analysis (through an Activity Centre Strategy) will need to be undertaken before the establishment of any new retail and commercial activity. The following principles should underpin the development of commercial uses as part of the *Traralgon Growth Areas Framework*:

- New Neighbourhood Activity Centres should be established to the west and east as identified on the following plan. The role and function of these centres and appropriate floorspace targets and community facilities should be further defined through the preparation of an activity centre strategy for the broader Traralgon area.
- A network of Local Activity Centres should be established broadly as identified on the following plan to service new residential areas. These should serve only a convenience role for their immediate communities.
- Commercial and retail uses should be accommodated within one of the activity centres shown on the following plan, unless there is robust strategic justification provided and a net community benefit can be established for alternate sites.
- The Traralgon CBD should accommodate the majority of retail and commercial development within Traralgon, intensifying the land use within this area over time and encouraging vertical development.
- Large scale office uses should be restricted to the Traralgon CBD, or to areas where there is a demonstrated nexus through co-location, such as in association with the hospital or airport.
- Bulky goods development should be restricted to the established areas, and those adjoining them, along Princes Highway/ Argyle Street to the east of the town centre or in recently rezoned land to the east of Traralgon and Morwell.
- All new activity centres should be easily accessible by foot or bicycle and Neighbourhood Activity Centres should be accessible by public transport.
- Consideration should be given to the requirements for commercial, employment generating uses associated with the Latrobe Regional Hospital and the Latrobe Regional Airport, and land that might be required in the *Traralgon West Structure Plan*.

# traralgon growth area framework commercial

## legend

- study area 
- commercial core 
- bulky goods 
- airport 
- hospital 
- employment investigation area 
- principal activity centre 
- proposed neighbourhood activity centre 
- existing local activity centre 
- proposed local activity centre 
- potential residential development areas 



Project Ref: 11.101  
 Dwg No.: DWG-017  
 Scale: 1:20000 @ A1  
 1:40000 @ A3  
 Date: 20.08.2013  
 Revision: H

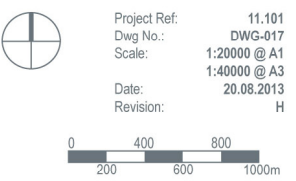


Figure 23: commercial

## 9.4 community facilities and public open space









Along with access to local shops and services, state planning policy and growth area guidelines also seek to ensure that new and existing residents will have access to an appropriate community services and facilities such as schools, health care, parks and sporting facilities. The indicative provision of community facilities is outlined in Figure 25 on the following page. The existing provision of open space within the study area is also identified, along with additional open space networks which are recommended as part of the Growth Area Framework. Most significant of these is the provision of large scale open spaces linking the different areas of Traralgon, utilising existing waterways and floodplains. A strong network of green spaces within Traralgon's urban area will play a key role in ensuring improved amenity outcomes even where densities increase, but this will require clear planning and robust implementation. Linear green spaces also offer opportunities for informal exercise and leisure, improving social and health outcomes. The key feature of the open space network is development of an extensive network of connected green spaces along the northern urban edge of the city, where land begins to be affected by flooding. In the longer term, this major green network of parkland, plantation, wetlands and community uses such as a 'city farm' will form a clear 'edge to Traralgon, while supporting improved protection of the floodplain and improved amenity for the northern growth areas of the city. As part of the development of growth areas, community services and facilities should be provided in line with existing standards and in locations determined as part of any more detailed planning for these growth areas. More broadly, the following objectives should be applied to the provision of community services and open space:

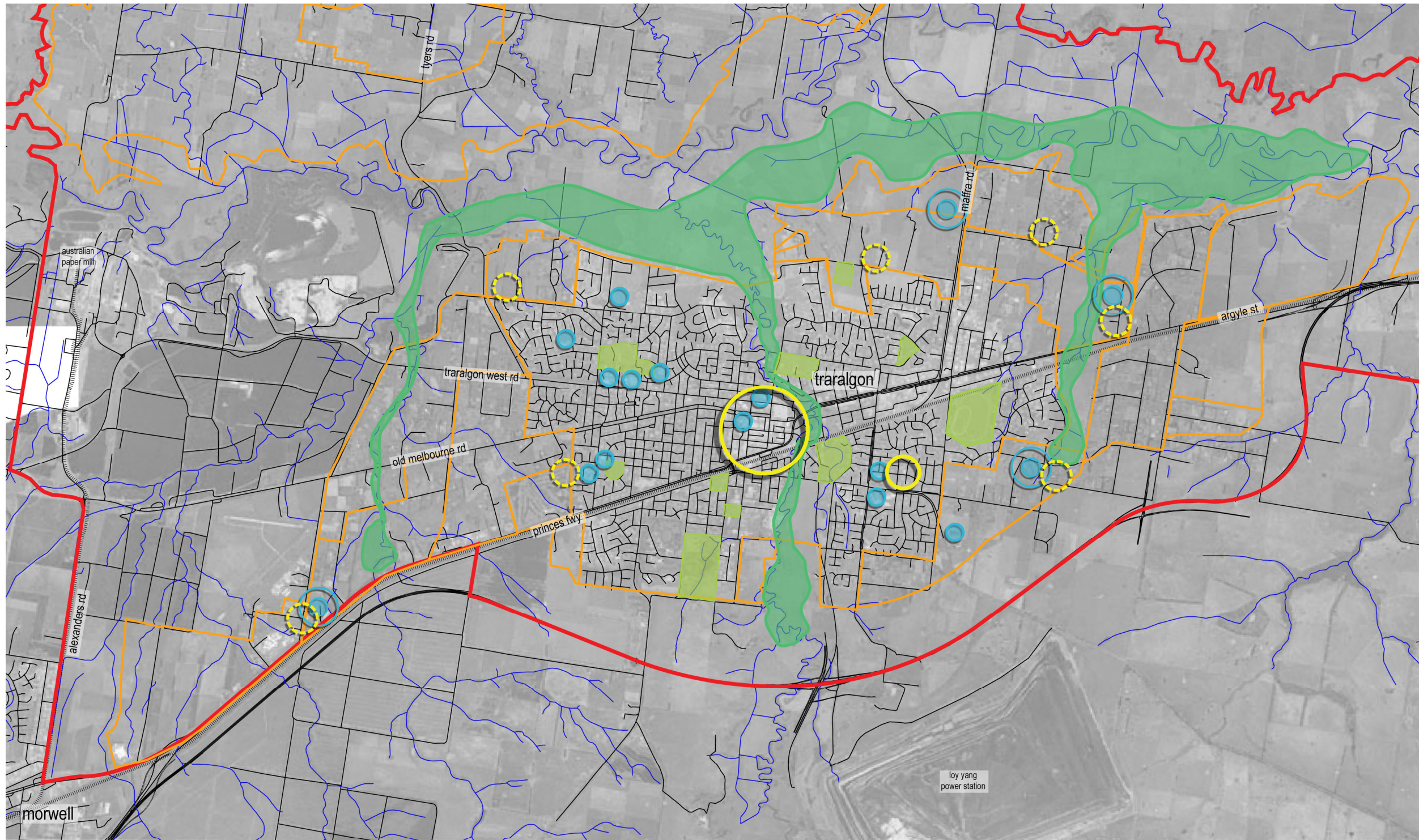
- A new public school should be established in the north east to service new residential communities.
  - Other proposed schools identified on the plan are indicative only and should be developed as necessary to serve increased residential populations in those areas.
  - Community services such as maternal and child health centres, child care, and kindergartens should be co-located with schools wherever possible.
  - As a first principle community services and facilities should be located in or near activity centres and be accessible by public transport.
  - Aged care facilities should be provided within the residential growth areas, particularly in proximity to Neighbourhood Activity Centres to allow residents to easily access services and facilities.
  - Investigate the establishment of a new and generous public parkland along the northern boundary of the town, in land constrained for residential development. Development of this parkland should focus on the protection and promotion of biodiversity and other environmental benefits, and which could also include urban forests and community gardens or 'city farms'.
- Linear parklands should be developed within new residential areas to improve ease of access through, and amenity within, residential areas. These should be a focus of open space provision and include things such as running tracks and gathering spaces for adjoining communities.
  - The upcoming Pathways, Tracks and Trails Strategy should consider of growth patterns outlined in this framework and provide additional detail about how these linear connections might be achieved.
  - Other area of public open space should be provided in line with any Public Open Space Strategy adopted by Council.

# traralgon growth area framework

## community and open space

### legend

- study area 
- potential residential development areas 
- existing community hubs 
- proposed community hubs 
- existing schools 
- potential school locations 
- existing parks 
- proposed major recreation conservation and open space zone 



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Figure 24: community facilities and public open space



## 9.5 transport and movement

One of the keys to the development of a successful and sustainable urban future for Traralgon is appropriate and sustainable transport networks. Access in this case regards both private vehicles, but also the provision of public transport and of pedestrian and cycle networks across the broader urban area and easy connection between communities.

The role and impact of the Traralgon Bypass needs to be considered in the longer term, including the location of the proposed 'off-ramps' as identified on the following plan. The Growth Areas Framework has sought to consider these things when determining the long term use of different land parcels, as well as the location of activity centres. The implications of the bypass on the existing Princes Highway have also been considered.

Considerable work has been completed on Latrobe's road systems and on the establishment of clear, 'priority' cycle paths as recommended in the *Latrobe Bicycle Strategy (2007)* and this framework seeks to support that established framework into the future. The following objectives should be applied to the development of transport networks in Traralgon over the next 40 years.

- The Traralgon Bypass, including the location of 'off ramps' should be considered in future land use planning decisions.
- An additional east-west vehicular link across the Traralgon Creek should be pursued by Council, as outlined in the existing *Traralgon Structure Plan (2007)*, as a priority, subject to an updated cost-benefit analysis and the availability of funding.
- A clear 'grid' of roads should be established connecting Tyers to Glengarry and the two towns to Traralgon utilising the existing Traralgon–Maffra Road and Tyers Road. The impact of flooding on these roads will need to be considered and improvements undertaken if necessary to ensure connections remain viable.
- A transition of the existing Princes Highway to a more amenable transport corridor which provides for safe cycle and pedestrian movement as well vehicles should be pursued, along with the development of a 'boulevard' style outcome within the CBD.
- A new station platform should be established in East Traralgon, as shown on the following plan. This should not replace the main platform in the centre of Traralgon but provide opportunities for direct access for residential of this area, and include dispersal of car parking from the central Traralgon station.
- Consideration should also be given to the development of a similar platform based station proximate to the Latrobe Regional Hospital, which would provide regional benefits in ensuring access to the hospital was easily accessible from the broader Gippsland area.

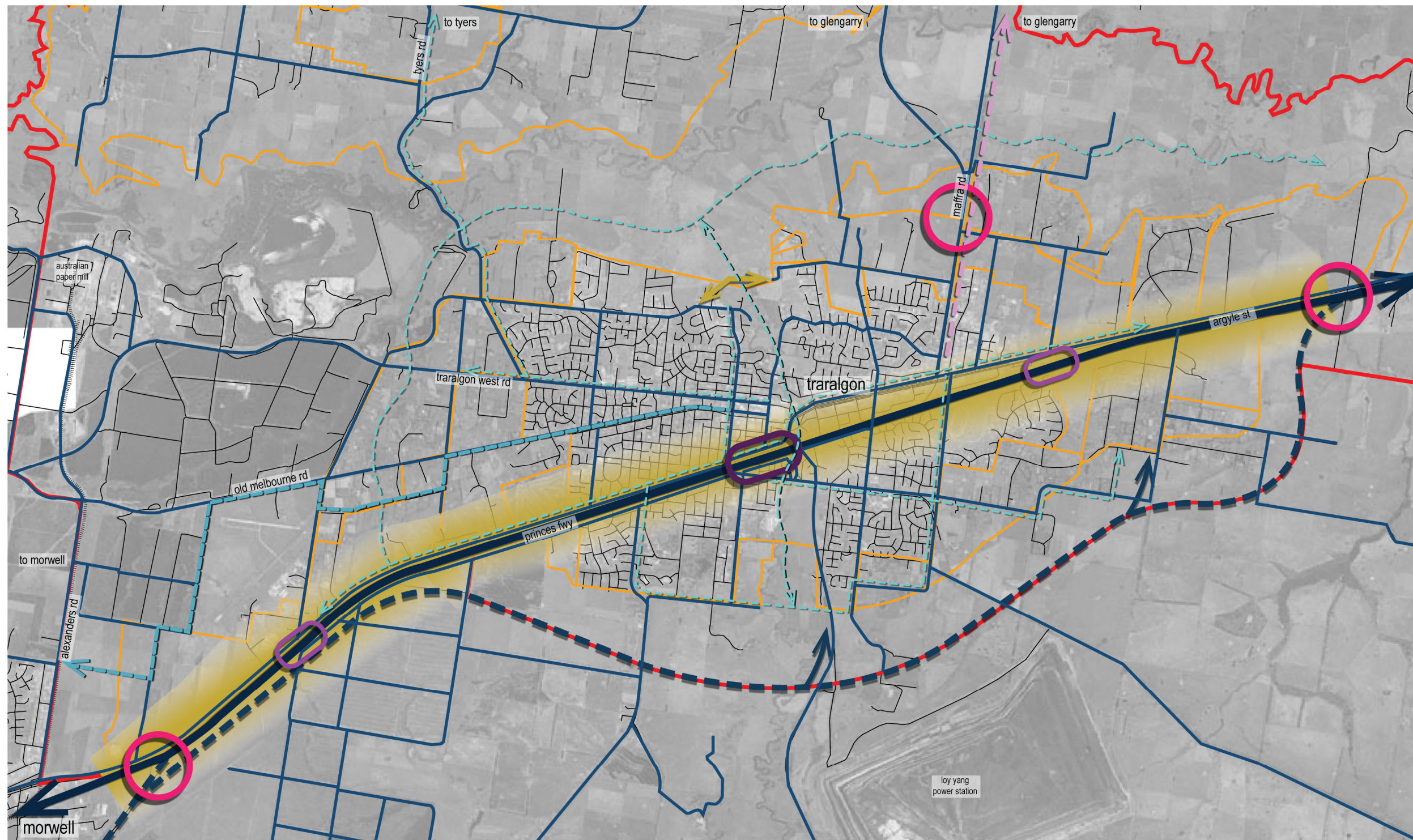
- In consultation with DTPLI and Latrobe Valley Bus Services, bus services should be improved and extended into new urban areas. In this regard, Council should consider the *Precinct Structure Planning Guidelines* which seek to provide a bus stop within 400m of 95% of new residential dwellings.
- A high frequency bus shuttle service should be established running from the proposed urban areas to the east of Traralgon to the western edge of Morwell.
- Old Melbourne Road to the west of Traralgon should be upgraded, in consultation with VicRoads, to provide a second option for access to Morwell, functioning as a priority cycle route, and should connect with the final alignment of a shared path between Morwell and Traralgon. Issues regarding native vegetation along this route to the west should be resolved through that project.
- Assessments of the quality and extent of the biodiversity assets contained within and around transport networks should be undertaken at the development plan and planning permit stages to allow for prioritisation of resources to protect and enhance areas.
- All growth areas must be designed to ensure safe, amenable and convenient pedestrian movement and should also seek to integrate appropriate cycle connections.

# traralgon growth area framework

## transport and access

### legend

- study area
- rail line
- bypass
- bypass off ramps
- main roads
- gippsland plains rail trail
- proposed traralgon - morwell shared path
- priority cycle paths
- east-west creek crossing
- traralgon station
- proposed station
- key gateway
- high frequency travel corridor
- potential residential development areas



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Figure 25: transport and access

## 10 Implementation

It is important to note that, as a high level framework, the *Traralgon Growth Areas Framework* is not intended to either explore or resolve all issues associated with the long term growth of Traralgon. Rather, it sets in place a high level framework and staging that should be pursued. It also identifies a program of further work which will be needed to confirmed, and if necessary refine, the framework through more detailed investigations of particular areas.

It is noted that this framework was prepared prior to the implementation of the new suite of zones released by the State Government, however, it is not considered that these will fundamentally affect either the aspiration or the outcomes of this document. A forthcoming Housing Strategy can further implement the outcomes sought by the framework though as assessment of where the new suite of residential zones should be applied.

### 10.1 staging

The rate in which the areas identified for future urban growth will be determined primarily by market forces and by the aspirations of the community in the longer term. In the short term, areas recently rezoned under Amendments C47, C56 and C58 will provide for residential growth. It should be acknowledged that there are benefits to development occurring on a number of fronts at once and that flexibility in accommodating this is important for the future development of the town. The suggested staging of development of conventional residential development (as opposed to low density residential development) in Traralgon to 2051 (and ideally beyond) is as follows. The principles which are outlined in Section 8 which are applicable to the recommended staging are provided for cross referencing purposes. The staging outlined below is shown on Figure 27.

#### stage 1:

- Begin consolidation of the existing urban areas where possible (**Principles 4, 5 and 6**).
- Development of areas rezoned under recent planning scheme amendments (Areas 2, 10, 13 and parts of 11 and 16) with the highest acceptable densities to ensure long term growth aspirations are achievable (**Principle 8**).
- Rezone remaining land immediate adjacent to recently rezoned land (remaining parts of Areas 11 and 16).
- Rezone land identified in the *Traralgon West Structure Plan*, (Areas 14, 15 and 18) as appropriate (**Principles 3, 6, 11 and 12**).
- Develop Residential 1 zoned area in Glengarry to the east between the existing urban areas and the flood constrained land, rezoned under Amendment C74(Area 26).

#### stage 2a:

- Rezone remaining unconstrained small pockets of Farming zoned land south of the Latrobe River, contiguous with the existing urban area, to the General Residential Zone (with Development Plan Overlay) or Urban Growth Zone to allow greenfield development (Areas 3a and 12).
- Rezone the large Farming Zone area currently identified in the *Traralgon Structure Plan (2007)* for future industry, to General Residential Zone (with Development Plan Overlay) or Urban Growth Zone (Area 4) (**Principle 10**).

#### stage 2b:

- Rezone remaining pockets of Farming land to the east of Area 5 (including small pockets of Rural Living zoned land) to General Residential Zone (with Development Plan Overlay) or Urban Growth Zone (Area 3b) (**Principle 11**).
- Rezone remaining parts of Glengarry development areas as required to meet market demand (Area 26).

#### stage 3:

- Rezone large areas of Rural Living Zone to the west of Traralgon (north and south of the highway) to General Residential Zone (with Development Plan Overlays) (Area 5) (**Principle 11**).

#### stage 4:

- Rezone the large parcels of Farming zoned land north of the highway and west of Sheepwash Creek to General Residential Zone (with Development Plan Overlay) or Urban Growth Zone to allow for greenfield development (Area 6).

The staging of the development of low density / rural living residential areas will depend on the availability of subdivisions to the market within the study area and should be considered for rezoning as the market demand arises.

The areas identified for future low density / rural living development within the study area are as follows:

- Land to the west of Glengarry identified within the *Small Towns Structure Plan* for low density development (Area 24);
- Land between Tyers and the floodplain to the east should be rezoned to the Rural Living Zone (Area 23), adjacent to existing rural living area;

- Land to the north of Tyers, identified in *the Small Towns Structure Plan (Area 21)* should be rezoned as required.
- Pending outcomes of future investigations, land to the south of Tyers could be rezoned to Rural Living Zone (Area 20) to link the Tyers township, existing rural living development within the Framing Zone and existing pockets of Rural living land.

In addition, existing Rural Living Zone pockets (Areas 9 and 17) are proposed for retention within this zone.

## 10.2 development of growth areas

In developing the growth areas identified above there are a number of matters which need to be further considered. While these and many other requirements for the planning of greenfield land are documented through relevant planning processes and practice notes, some of the key matters for consideration include:

- Undertaking a broader Precinct Structure Plan for the identified eastern growth corridor will allow for the provision of higher level infrastructure to be considered for the whole area. This will then allow for the smoother preparation of more discrete Development Plans (and identification of associated financial contributions) as land is rezoned over time and will ensure that decision on infrastructure and higher level community or transport infrastructure can be co-ordinated with more localised development outcomes.
- Working closely with Gippsland Water to ensure key services are provided efficiently. While the identification of a clear staging process through TGAR documentation will assist in long term planning and decision making with regards to infrastructure, the timing of this infrastructure will be driven by growth rates over time and should be subject to ongoing discussion.
- Development of a precinct plan for the eastern growth area will also allow the identification of important biodiversity assets and allow resolution of matter such as development around the gas pipeline to be considered in advance of the release or rezoning of land.
- As Development Plans are prepared, and an understanding of the local population to be accommodated in particular areas is developed, the appropriate location of Local Activity Centres should be refined. The Development Plan process will also allow for identification of more localised community needs and connections. However, it is noted that the preparation of a higher level plan for the overall area could identify community uses which may be associated with larger footprints and assist Council or other relevant service providers in managing the acquisition of relevant land in a timely manner.
- Once the proposed new State Government framework for the preparation of Development Contributions is released, the appropriate mechanism for ensuring an appropriate balance between the cost imposed on Council

and developers in providing appropriate standards of service and facilities for new communities will need to be explored further.

## 10.3 further work to be undertaken

To support this framework and to ensure that decision-making and actions taken to implement this framework are informed by a comprehensive understanding of the strategic context, it is recommended that some additional work be undertaken. The recommended work to follow this framework is as follows:

### immediate

- A Planning Scheme Amendment should be undertaken to incorporate the Traralgon Growth Areas Review into the Latrobe Planning Scheme. It is considered that the following clauses of the existing Planning Scheme will need to be updated:
  - Clause 21.04 should be updated with more specific references to the findings of TGAR, noting that the general statements and aspirations in this Clause remain relevant.
  - Clause 21.05 (particularly 21.05-6) will need to be updated to include key aspirations of the growth area framework.
  - Revisions to the *Small Town Structure Plans: Boolarra, Glengarry and Tyers* as shown at Clause 21.06 to reflect the wider strategic objectives of this study and changes identified, noting that no changes will be made regarding Boolarra.
  - Clause 21.07 relating to economic development should be updated to reflect direction relating to retail and industry as well as recognition of the 'employment investigation area'.
- Rezoning of land for residential purposes as part of the *Traralgon Growth Areas Framework* is not required at this point but rezoning proposed as part of the *Traralgon West Structure Plan* should be pursued, along with the application of associated overlay controls. These rezonings are outlined more fully within that document.

### priority

- Preparation of a Housing Strategy which should include a focus on Strategic Infill Development. This study should look in more detail, among other matters, at strategic development sites within Traralgon and offer analysis as to the urban design of these sites and different typologies available, and provide recommendations for the types of medium and higher density development that should be encouraged in different areas. This would allow greater understanding of the type of medium density housing that would be suitable having regard to the regional context and provide both developers and residents with increased certainty relating to what constitutes 'acceptable' development.

- Relevant controls will also need to be incorporated into the Latrobe Planning Scheme to reflect the identified urban Amenity buffer associated with the Australian Paper Mill. It is understood that further modelling will be undertaken in relation to some discrete areas identified for 'future investigation' which are currently within the Australian Paper 'urban amenity buffer' (see Figure 28) . Once this additional modelling has been undertaken and as part of the implementation of any overlay controls relating to the buffer, a review of the framework plan should be undertaken. A system or trigger point should also be established for the periodic review of the extent of the urban amenity buffer to ascertain any additional development opportunities which may then be available over time.
- A municipal wide Industrial Land Use Study should consider industrial land use within a strategic context rather than as a land supply and demand exercise and should consider the best outcomes for Latrobe City as a whole as well as matters raised in the draft Regional Growth Plan.
- The *Traralgon Activity Centre Plan* intended to guide development and provide guidance about growth within the CBD of Traralgon should also be completed as a priority.
- A further investigation should be undertaken through Council's Economic Development unit to assess the potential future uses of the identified 'employment investigation area' to generate long term future employment opportunities, having regard for the matters raised within this document.
- An Activity Centre Strategy – This may be for Traralgon but a strategy that looks at the Regional City as a whole may be more useful. Such a strategy should look at the appropriate sizes for the centres, as well as the recommended community infrastructure that should be associated with each centre and indicative retail floor areas.
- Further discussion and resolution of the appropriate mechanism for generating development contributions for the provision of infrastructure within new growth areas relevant to the Latrobe context should be held with the State Government. Once this has been resolved a clear booklet of guidelines outlining developer responsibilities and requirements should be provided offering local examples and standards where relevant.
- The creation of a strategic monitoring system to guide future rezoning. At a minimum this should track the rate of subdivision and building approvals, the density at which development is occurring, the % of residential infill development that is being achieved and the years supply of greenfield land available. Consistency with State Government monitoring systems should be sought provided they are tailored to reflect the Traralgon context.
- Revisions to the framework plan as required on the basis of further investigation in relation to both the types of development appropriate within ESO1 and the final extent of the AEO, following further investigations in to these matters.

#### **future work**

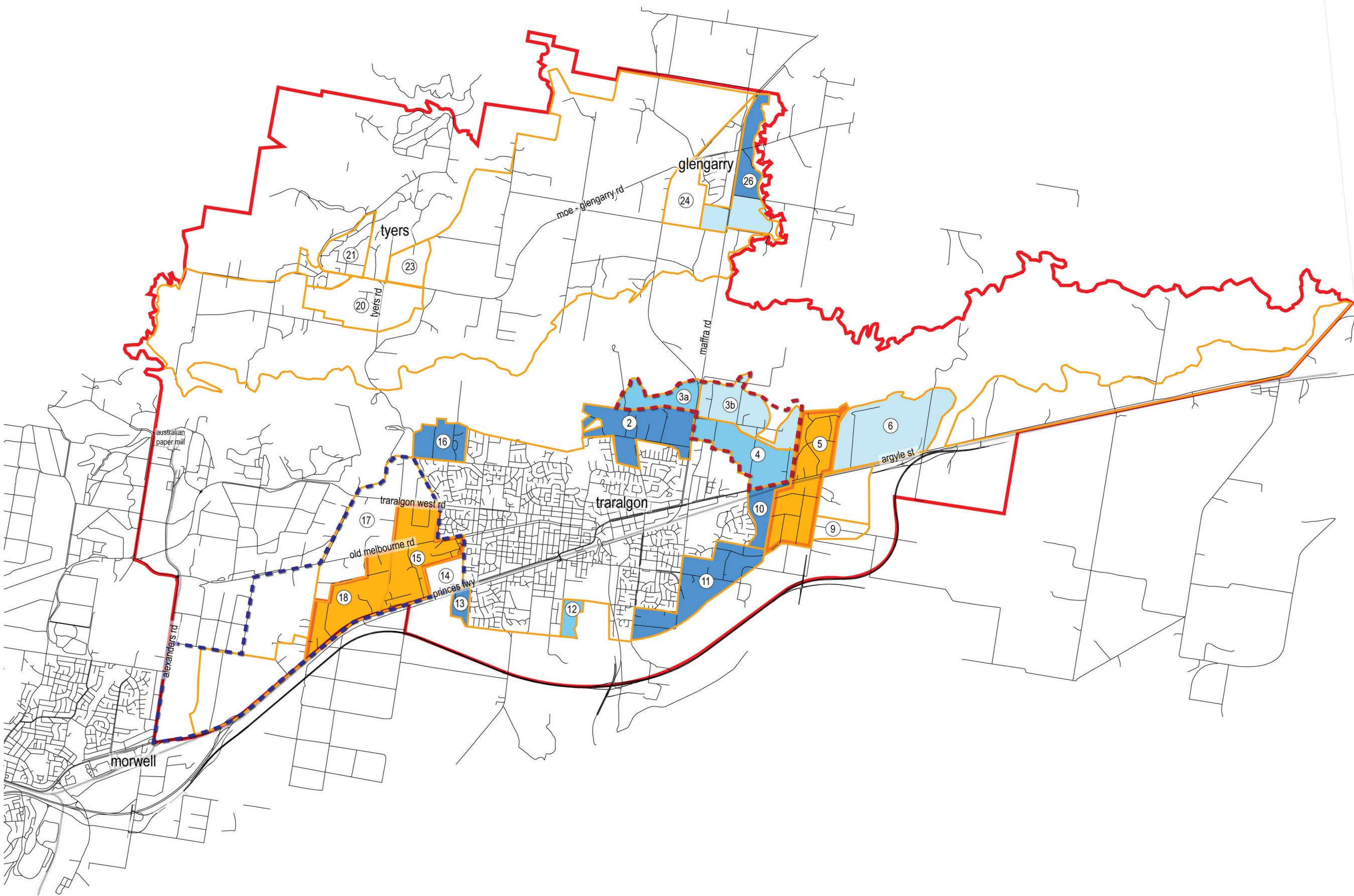
- A Precinct Structure Plan should be prepared for the greenfield areas identified for future growth in Traralgon East to provide a broad framework for longer term growth, see Figure 26.
- A masterplan should be undertaken to develop land identified as green space to the north of Traralgon. This area is intended to accommodate a range of open space and recreational uses, and to provide key links through walking and cycle trails and community infrastructure such as kitchen gardens or city farms, and environmental systems such as wetlands and urban forests (which could be used to generate carbon credits). The extent identified on the 'landscape' plan is indicative only.

# traralgon growth area framework

## residential development staging plan

### legend

- study area
- intensification areas
- first stage greenfield
- second stage greenfield
- future greenfield (long term)
- potential residential development areas
- traralgon west growth area
- traralgon east growth area



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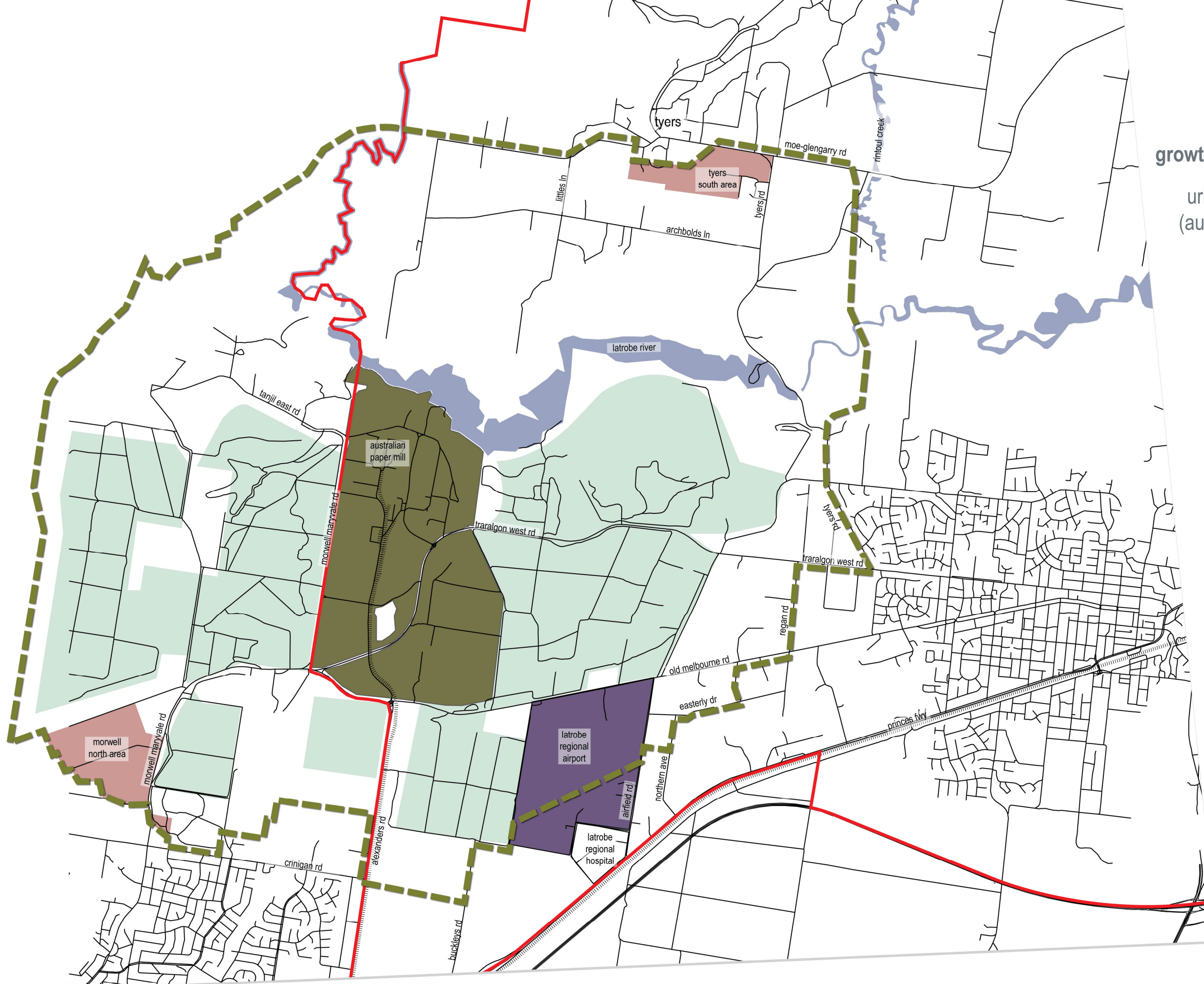
Figure 26: development staging plan

# traralgon growth area framework

## urban amenity buffer (australian paper mill)

### legend

- study area 
- urban amenity buffer 
- paper mill 
- latrobe regional airport 
- plantations 
- future investigation areas 



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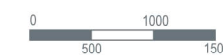
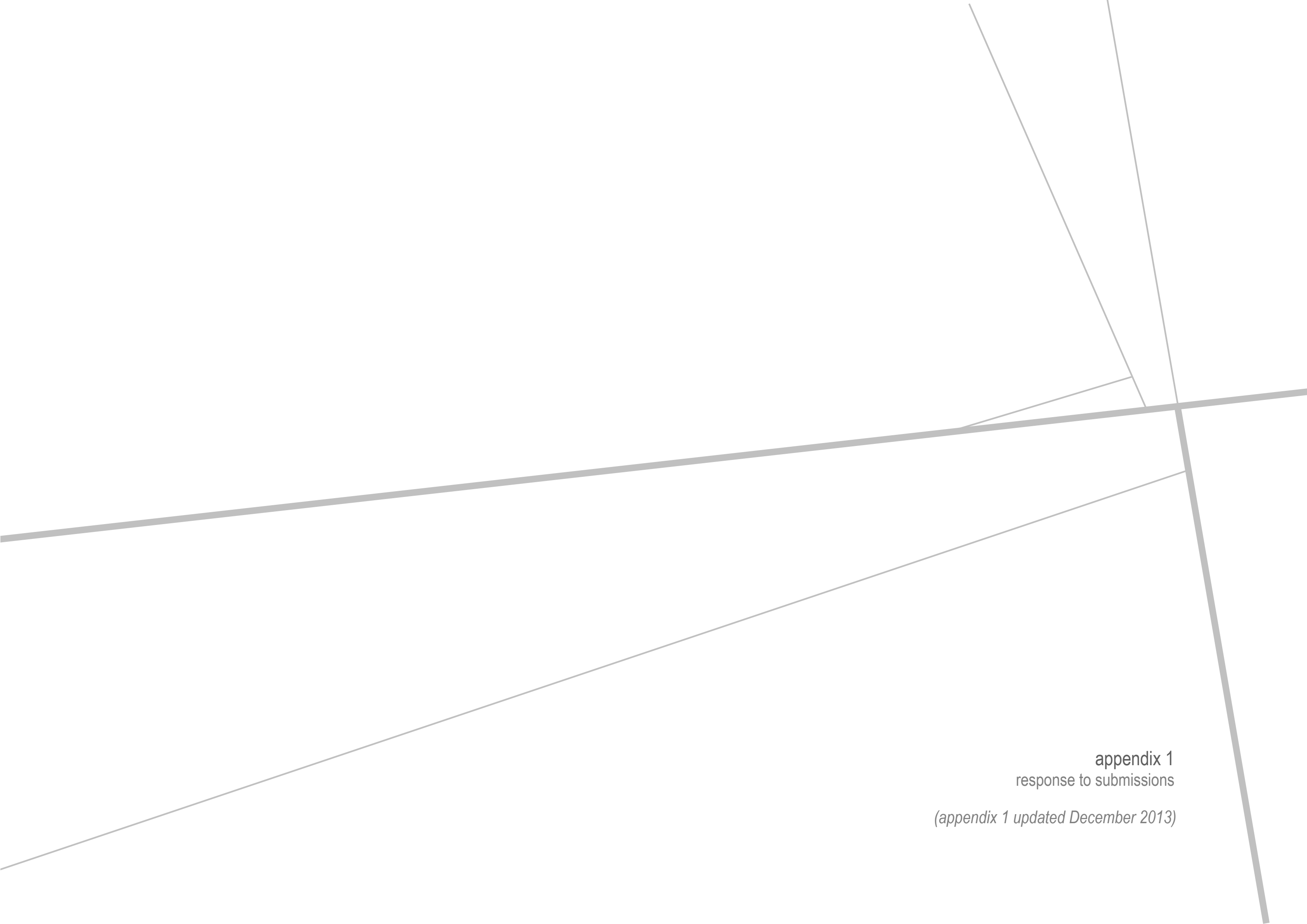


Figure 27: urban amenity buffer (australian paper mill)

The image features an abstract graphic design with several overlapping lines. A prominent, thick grey line runs diagonally from the bottom left towards the top right. Other thinner lines, in various shades of grey, intersect this thick line and each other, creating a complex geometric pattern. The background is plain white.

appendix 1  
response to submissions  
*(appendix 1 updated December 2013)*



## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
1	Mr Adam Dunn Land Planning Manager West Gippsland Catchment Management Authority	Support	<p>Supports the Land Subject to Inundation Overlays for the Latrobe River, Traralgon Creek and Waterhole Creek and identifies flooding issues with some smaller waterways, drainage lines and overland flow paths which are not identified in the Traralgon Growth Areas Review documents</p> <p>Waterways within the identified Traralgon Growth Area declared under the <i>Water Act 1989</i> will place some restriction on future growth (ie a 30 metre buffer)</p> <p>Suggests stormwater quality infrastructure will be required to manage increased volumes of stormwater associated with development and to ensure no adverse offsite water quality or hydraulic impacts to properties or downstream</p> <p>Suggests an opportunity for Floodplain, Waterway and Stormwater planning to be integrated across the Growth Area instead of on an ad hoc basis, through a Development Plan for each precinct including areas in the Traralgon West Structure Plan</p> <p>Supports the Traralgon Growth Areas Review and Traralgon West Structure Plan as currently proposed and will work with Latrobe City Council to develop some necessary details for specific Development Plans for each precinct</p>	General support acknowledged and the support for the proposed management of growth areas through Development Plans is noted and reflected in the TGAR reports and plans	No
2	Mr Paul Young Gippsland Water	Support	<p>Supports the growth of urban areas to the south of Latrobe River</p> <p>Suggests significant infrastructure upgrades will be required to service Glengarry beyond the urban growth areas shown in the Small Town Structure Plan</p> <p>To service all of the land identified as potential residential and industrial in Traralgon will require significant augmentation to both the existing water and sewerage infrastructure and development based infrastructure. Gippsland Water currently does not have a way forward on how to service additional land and reduce the impact on critical assets</p> <p>Large wastewater and water asset reserves will be required to allow transfer of water and sewerage and additional information will be required when Gippsland Water understands the impacts of the additional land on existing assets and systems</p> <p>The land east of Traralgon identified for rezoning will require the Regional Outfall Sewer easement to be converted to a Gippsland Water reserve at the time of subdivision</p> <p>Additional monitoring and modelling of the Maryvale Emergency Storage and Traralgon Emergency Storage is required in the future and may result in an increase in the odour buffer</p>	<p>Support acknowledged</p> <p>Development of Glengarry is proposed in the short to medium term in line with the Small Town Structure Plan. It is acknowledged that further development may require infrastructure upgrades which would need to be assessed for feasibility at the rezoning and development plan stages</p> <p>The servicing of Traralgon will likely result in the need for additional infrastructure to be developed over the coming years and the use of development/contribution plans is encouraged to help co-ordinate the delivery of new shared infrastructure items</p> <p>Any required easements should be dealt with as part of any Development Plan and / or subdivision process</p> <p>The buffers associated with the emergency storage have been identified on the latest version of the Traralgon Growth Areas Review plans and their implications acknowledged through amendments to the Traralgon Growth Areas Framework Plan and Traralgon West Structure Plan</p>	Yes

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
3	Mr Alan Freitag Manager Planning and Development Department of Transport, Planning and Local Infrastructure (former Department of Planning and Community Development)	Support	<p>Supports the consolidation of bulky goods development to the east of Traralgon and Morwell on previously zoned land and not on the Hollydale site</p> <p>Suggests residential land should be developed in a logical, sequential manner with regard to provision of services and infrastructure and a good diversity of housing to meet existing and changing household needs</p> <p>Concerns with the growth prospects of the longer term development sites to the east and west of Traralgon due to constraints and isolation from existing residential development. Further investigation of these land parcels may be premature before the Gippsland Regional Growth Plan is complete</p> <p>Land identified for future residential development and consolidation in the Traralgon West Structure Plan is highly constrained by the Airport Environs Overlay, DD07, DD08 and APM Buffer. Careful consideration is needed regarding the appropriate location of land uses within the Traralgon West Structure Plan</p> <p>Concerns that the development of a Neighbourhood Activity Centre around Latrobe Regional Hospital may lead to out of centre development and consideration needs to be given to the potential implications of high densities of residential development, service facilities and shops within the area</p> <p>Amendment C26 has been approved by the Department in regards to Latrobe Regional Airport- DD07 and DD08 and references to these will need to be amended once gazetted</p> <p>References to the proposed removal of SUZ5 should be updated to reflect the outcomes of the SUZ5 Land Use Project</p> <p>References to proposed Amendment C9 (Flood Controls) should be updated to reflect the current status of these controls within the Latrobe Planning Scheme</p>	<p>Support for the consolidation of bulky goods development is acknowledged</p> <p>The TGAR reports and plans provide a framework for Traralgon's long term growth up to 2051 and it is expected that overtime urban growth areas to the East and West of Traralgon will be well connected to the existing urban area. The Traralgon Growth Areas Framework report provides a suggested staging plan and the need for development plans and contribution plans to assist the logical sequential development in these areas. The lack of urban growth opportunities to the North and South of Traralgon due to flooding and coal resource constraints and the location of the proposed Princes Freeway bypass reinforce the need to plan for future urban growth areas to the East and West of Traralgon. It is noted that the <i>draft Gippsland Regional Growth Plan 2013</i> only shows some of TGARs future urban growth areas to the East and West of Traralgon and council officers have provided feedback to DTPLI regarding this matter</p> <p>The constraints posed by the airport and the paper mill have been acknowledged, mapped, considered and have informed the future growth areas identified in the Traralgon West Structure Plan</p> <p>The identification of a Neighbourhood Activity Centre is intended to support a network of activity centres in line with Clause 11.01 of the planning scheme. It is considered that the potential location of a train station in the area due to the regional nature of the hospital as well as the needs of hospital and airport workers will result in a high level of activity within this area. When this is considered in line with the existing and future residential populations in the area, the identification of a Neighbourhood Activity Centre in this area will allow such a facility to be planned and considered strategically rather than in an ad-hoc manner. It is noted that through acknowledging and designating this area as an activity centre within the Latrobe retail hierarchy that it will no longer constitute 'out of centre' development</p> <p>The DDOs associated with the airport (and the associated Panel report) have been reviewed. The DDOs deal only with the height of buildings and as such are not considered to be constraints to development. The Airport Environs Overlay is considered to be a more significant constraint on development and this is reflected in the TGAR reports and plans</p> <p>Recently approved changes to the Latrobe Planning Scheme ordinance and mapping have been included in the TGAR reports and plans</p>	Yes

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
4	Mr J Brennan Manager, Statutory Planning Services Department of Sustainability and Environment	Support	<p>The submitter provides general support and makes specific comment about the TGAR reports and plans</p> <p>Traralgon Background Report</p> <ul style="list-style-type: none"> <li>▪ Does not describe the significant biodiversity assets at Latrobe Regional Airport within the conservation zone of the site which Council has an obligation to manage</li> <li>▪ Community sentiment regarding the value of the natural environment is not well reflected in discussions identifying environmental assets</li> <li>▪ Only describes mapped native vegetation and a simplified overview of existing native vegetation. The report describing native vegetation as EVCs is inaccurate</li> <li>▪ In regards to Clause 12.01 Biodiversity, the report should identify and discuss opportunities and constraints for existing biodiversity values including waterways, wetlands and terrestrial biodiversity, not just native vegetation</li> </ul> <p>Traralgon Growth Area Framework</p> <ul style="list-style-type: none"> <li>▪ It needs to be clear how key environmental objectives have been considered in development of the framework</li> <li>▪ Bushfire prone areas, development of land near existing plantations or areas of native vegetation/ existing biodiversity values need to be considered</li> <li>▪ Consideration is needed of biodiversity values within the Princes Highway road reserve and railway corridor to the east and west of Traralgon including potential constraints such as the presence of threatened species and communities</li> </ul> <p>Traralgon West Structure Plan</p> <ul style="list-style-type: none"> <li>▪ Potential biodiversity impacts and values need to be considered in the Old Melbourne Road development for cycle paths and pedestrian pathways</li> <li>▪ Potential future residential development in the southern section of Latrobe Regional Airport must consider existing biodiversity constraints</li> </ul> <p>General comments</p> <ul style="list-style-type: none"> <li>▪ None of the reports identify or discuss the presence of areas reserved as 'net gain' offset sites, sites of biological significance, significant habitat values or bushland reserves</li> <li>▪ Identifying where in the landscape there are significant biodiversity values, constraints and opportunities is recommended before finalising the report</li> <li>▪ A list of rare and threatened species and floristic community throughout the study area from the DSE database is given in the submission. Council should</li> </ul>	<p>General support acknowledged</p> <p>The Traralgon Background Report has been updated to better reflect biodiversity issues that are relevant to the study area including matters raised by the submitter</p> <p>The community feedback is a reflection of matters documented in consultation sessions with the community</p> <p>The Traralgon Growth Area Framework report has been updated to better reflect biodiversity issues that are relevant to the study area including matters raised by the submitter</p> <p>The Traralgon West Structure Plan report has been updated to better reflect biodiversity issues that are relevant to the study area including matters raised by the submitter</p> <p>The TGAR reports have all been updated to better reflect biodiversity issues, constraints and opportunities that are relevant to the study area including matters raised by the submitter</p>	Yes

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			<p>consider the implications of the impact of these flora and fauna within the study area</p> <ul style="list-style-type: none"> <li>Bushfire Management Overlay (BMO) drafts will be provided to Council and should be considered in the TGAR</li> </ul>		
5	Mr G Kay EPA Victoria	Support	<p>EPA supports council endorsement of the Traralgon Growth Areas Framework and the Traralgon West Structure Plan</p> <p>Supports the proposed urban amenity buffer around the Australian Paper Mill because odour emissions should be considered as a constraint to any residential development or intensification within the buffer. EPA is currently in discussions with Council and Australian Paper to clearly establish the buffer boundary</p> <p>Opposes the possible residential area south of the Sibelco site in Traralgon due to unreasonably high noise emissions from the site that poses significant amenity issues on residents and substantial costs to industry to reduce noise</p> <p>Supports Gippsland Water's storage lagoon as a constraint to residential development due to odour complaints and that future residential areas within close proximity should be discouraged</p>	<p>Support acknowledged</p> <p>Sites to the south of Sibelco in Traralgon have previously been flagged for future residential development, but any rezoning for these purposes will need to acknowledge the implication of the ongoing viability of activities at the Sibelco industrial site. However, given the long term nature of this framework it is considered appropriate to identify the long term future use for the area south of Sibelco</p> <p>TGAR reports and plans also identify the need for a future industrial strategy that may inform the future use of the Sibelco site and surrounding sites</p> <p>See also submission 14</p>	No
6	Mr Charlie Speirs Director Clean Coal Victoria	Support	<p>Notes that planning for growth in the TGAR reports and plans in Traralgon is consistent with the proposed Traralgon By-Pass location and coal development strategies</p> <p>Supports the proposed land use and planning activity regarding the growth of Traralgon as outlined in the TGAR</p>	Support acknowledged	No
7	Mr Kenn Beer VicRoads	Support	Supports the principles of the TGAR reports and plans, but flags that the creation of a CBD boulevard must not compromise access along the arterial network and that development is co-ordinated and undertaken in an orderly manner	Support acknowledged	No
8	Ms Rosemary Waldrip Trustee for the estate of Helen Hines	Support	Supports the Traralgon Growth Areas Framework for Traralgon East	Support acknowledged	No
9	Mr Peter Walkley	Support	Supports the area marked '1 <sup>st</sup> stage Greenfields' in Glengarry on the Traralgon Growth Area Framework	Support acknowledged	No
10	Mr Ashley Schoer	Support	Supports rezoning of land from Rural Living to Residential 1 in Area 8 of the Latrobe Planning Scheme Traralgon Structure Plan and supports the proposal of a school along Melrossa Road in Traralgon	Support acknowledged	No

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			Concerns regarding the large increase in rates due to recent rezoning of the Traralgon South East area to Residential 1 Zone	The recommendations of a proposed broad land-use strategy that may be perceived to contribute to decreasing or increasing council rates on specific properties is not a matter that is given significant weight in determining the adoption or abandonment of a proposed land-use strategy (see various Victorian Panel and VCAT cases) because it is often difficult to estimate the impact (if any) of land-use decisions on council rates. Furthermore, the impact of previous rezonings or future rezonings on council rates is outside of the scope of the TGAR project and is a consideration for the draft <i>Latrobe City Rating Strategy Review</i>	
			Requests that a development plan be prepared for the Traralgon South East area as soon as possible	The development plan for Traralgon South-East will be subject to future council budget and business planning processes and priorities	
11	Mr D & Mrs R Schoer	Support	Supports rezoning of land from Rural Living to Residential 1 in Area 8 of the Latrobe Planning Scheme Traralgon Structure Plan	Support acknowledged	No
			Concerns regarding the large increase in rates due to recent rezoning of the Traralgon South East area to Residential 1 Zone	Refer submission 10 response	
12	Mr M & Mrs V Lipman	Support	Supports the proposal for future subdivision in the Melrossa Road area in Traralgon	Support acknowledged	No
			Suggests that the Ellavale estate in Traralgon should continue east to Melaleuca Way	The commencement of a development plan and timing of such for the rezoned Residential land between Ellavale estate and Melaleuca Way will be determined by the Developers of the land. This process will also identify the possibility of any road connections over the existing drainage reserve	
13	Mr Nick Anderson NBA Group (on behalf of landowners in Marshalls Road)	Support	Generally supports the TGAR	Support acknowledged	No
			Supports the rezoning of land to Residential 1 in Area 2 where their client is proposing 380 residential lots and commercial development on Marshalls Road, Traralgon	No assessment of the submitter's draft development plan has been made as part of the TGAR reports and plans	
14	Mr Nick Anderson NBA Group (on behalf of Quartile Investments)	Support	Supports the land at Dunbar Road in Traralgon being designated as a Future Greenfields Residential. However, the submitter requests that the Dunbar Road land be released sooner. This is due to the possibility of nearby industrial uses relocating sooner than expected, and considering the immediate development potential of the site	Support acknowledged. The timing of the release of land will depend on the take-up of existing land which is recommended to be monitored	No
				Regarding the Dunbar Road area, a previous Amendment C62 Panel hearing into this matter recommended that the rezoning of the land to residential not be supported while the current situation regarding industrial uses to the north remain. However, it is acknowledged that should these industrial uses transition out of the area, then the land in question may be developed sooner, given its proximity to the existing urban area and associated facilities and infrastructure. There has been recent reinvestment in industrial activities in the area and as such, the long term prospect is considered the most accurate. However, the longer term relocation of industrial uses from the Traralgon inner south area (north of the Future Greenfield Residential site) will continue to be pursued by Council as a strategic objective under the adopted Traralgon Inner South Precinct Master Plan	

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
				See also submission 5	
15	Mr Nick Anderson NBA Group (on behalf of Yorksville)	Support	Generally supports the TGAR  Supports the rezoning of land on the north side of the Tyers Township where their client is proposing low density residential and rural living zone subdivision and development	Support acknowledged	No
16	Ms Leanne Sutton	Support	Supports the Traralgon Growth Area Framework recommendation to rezone Area 4 in Traralgon to Residential 1	Support acknowledged	No
17	Mr Max Sutton	Support	Supports development of the 5 acre lots to the east of Ellavale estate in Traralgon for future housing at Residential 1 densities	Support acknowledged	No
18	Mr W Gilmour	Support	Supports rezoning Farming Zone land east of Stammers Road, Traralgon to Residential 1 Zone  Concerns about the timing of rezoning and would like future input at an appropriate time  Supports the progressive relocation of industrial development away from the area east of Traralgon-Maffra Road  Supports reducing the width of the DDO buffer over the gas pipeline that runs through Farming Zone land east of Stammers Road, Traralgon	Support acknowledged  Timing of the rezoning will be flexible depending on the take up of land which is recommended to be monitored by Council in considering future rezoning  Development is able to occur within the DDO gas pipeline buffer subject to relevant approvals. Therefore, a reduction of the DDO buffer is not required	No
19	Mr G Schoer	Support	Supports the rezoning of land from Rural Living to Residential 1 in Area 8 of the Latrobe Planning Scheme Traralgon Structure Plan and supports the proposal of a school along Melrossa Road in Traralgon  Concerns regarding the large increase in rates due to recent rezoning of the Traralgon South East area to Residential 1 Zone  Requests that a development plan be prepared for the Traralgon South East area as soon as possible	Support acknowledged  Refer submission 10 response  Refer submission 10 response	No
20	Ms S Shanahan	Support	Supports rezoning of land from Rural Living to Residential 1 in Area 8 of the Latrobe Planning Scheme Traralgon Structure Plan  Concerns regarding the large increase in rates due to recent rezoning of the Traralgon South East area to Residential 1 Zone  Requests that a development plan be prepared for the Traralgon South East area as soon as possible	Support acknowledged  Refer submission 10 response  Refer submission 10 response	No
21	Mr Eugene McCrohan	Support	Supports rezoning of land from Rural Living to a more flexible zone around the Latrobe Regional Hospital precinct within Traralgon West 'Intensification Area'	Support acknowledged. It should be noted that residential development in this area should only be supported if it forms part of a mixed use development that doesn't compromise current and future airport and hospital uses	No

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
22	Mr R & Mrs B Johnson Argyle Enterprises Pty Ltd	Support	<p>Supports the proposal for residential development south of Traralgon's town centre between Hazelwood Road, the creek, Hyde Park Road, Hickox Street and Dunbar Road</p> <p>Suggests food security should be a major consideration on productive land instead of residential development. The area south of Traralgon along the western side of the creek has the potential for high food production due to soil and topography and this should be taken into account</p> <p>Questions why an area in the Traralgon Growth Area Framework (Section 8.4, p50-51) south of Traralgon Creek has been designated Conservation and Public Space when it is private land, currently being used for farming</p>	<p>Support acknowledged</p> <p>The protection of agricultural land is one of the reasons why the Traralgon Growth Area Framework is seeking a more efficient use of land within the existing urban area and new urban growth areas. Opportunities for small scale agricultural 'urban farming' may be available within Traralgon but should be subject to more localised investigations about the best use for the land</p> <p>The location of the designated Conservation and Public Space south of Traralgon Creek reflects the flood prone nature of the private land and doesn't preclude the land from being used for low scale farming practises</p>	No
23	Mr Nick Anderson NBA Group (on behalf of Mid Gippsland Development P/L)	Support	<p>Seeks rezoning of land within the Rural Living Zone west of the hospital site on the Princes Highway, Traralgon. Would like to see the land developed for both commercial and residential purposes. Would seek the development of higher density residential in the northern part of their lot and bulky goods development along the southern part</p>	<p>While the development of this land for a mixture of commercial and residential uses is supported in principle, the rezoning of the land for bulky goods purposes is not supported. As identified in submissions responding to the Hollydale site, Traralgon has sufficient Business 4 zoned land for the short to medium term and as such, the identification of other areas for this use should not be supported. The particular mix of commercial and residential development on this site should be considered as part of a broader development plan/masterplan rather than through a site specific rezoning. Further work needs to be done to determine both complementary uses to support the hospital and airport and in ensuring the precinct develops in a co-ordinated and well-connected manner. Additional investigations into the impact of any revised AEO and finalisation of a Masterplan for both the Latrobe Regional Airport and Latrobe Regional Hospital should also guide development in this area</p>	No
24	Mr K & Mrs J Martin	Support	<p>Supports the planned rezoning of Rural Living Zone land near the Latrobe Regional Hospital to Residential 1 Zone</p>	<p>Support acknowledged</p>	No
25	Ms N Stow Beveridge Williams (on behalf of Mr B Neilson of BFN Developments)	Support	<p>Strongly oppose any bulky goods retailing on the Hollydale site in the Traralgon West Structure Plan given the investment to date in existing Business 4 zones and the availability of large amounts of vacant Business 4 land in more suitable locations. Identifies that the development of such a proposal could have significant impacts for existing local businesses who have sought to develop in line with Council's adopted strategic aims</p>	<p>Support acknowledged</p> <p>The impact on existing land owners and businesses, as well as the lack of strategic justification has been considered in the decision to not support bulky goods development at the Hollydale site</p> <p>Refer Submission 27</p>	No
26	Ms N Stow Beveridge Williams (on behalf of Mr Ruben Diaz)	Support	<p>Would like to develop remainder of Rural Living Zone land on Airfield Road with consulting suites or other hospital associated uses. Current Rural Living zoning is preventing the land from being developed for those purposes. Supports the identification of this land as an 'investigation area' in the Traralgon West Structure Plan for the above purposes and would like to be advised of timing of any consultation</p>	<p>Support acknowledged</p> <p>The land forms part of the 'employment investigation area' and proposed 'neighbourhood activity centre'. This area is subject to a future development plan/masterplan that will inform the future use of the land</p>	No
27	Mr Nick Anderson	Support in part	<p>Supports the Hollydale site being used for future residential development</p>	<p>The proposal for bulky goods use and development at the Hollydale site and the</p>	Yes in part

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
	NBA Group (on behalf of Stable Property Group)	Objection in part	Does not support the findings in the draft TGAR report and plans that discourage commercial Business 4 Zone at the Hollydale site and suggests a commercial proposal for the site will have no negative impact	<p>submitters updated analysis of the supply and demand for bulky goods floorspace was independently reviewed by an economist. Based on the review and other planning matters, bulky goods use and development at the site is discouraged. The TGAR documents provide further discussion regarding the rationale for not supporting bulky goods use and development at the Hollydale site. The rationale includes (<i>inter alia</i>):</p> <ul style="list-style-type: none"> <li>Concerns over an existing oversupply of bulky goods land, which would be exacerbated by any further commercial rezoning including existing bulky goods opportunities in the new Commercial 2 Zone</li> <li>The existence of two other precincts (already adopted and identified in the Latrobe Planning Scheme as the most appropriate for bulky goods uses through a previous study) which have not yet been developed and are or will be available for development</li> <li>Activity created by a new bulky goods development may cause commercial shop closures elsewhere in the area and result in no real net gain in retail spending or employment</li> <li>The intention of the TGAR framework to avoid ad-hoc 'strip' development along the Hollydale frontage, as has occurred previously between Morwell and Traralgon</li> <li>The importance of the Hollydale site as one of a limited number of strategically located greenfield sites capable of accommodating significant residential populations</li> </ul> <p>The TGAR reports and plans acknowledge the potential opportunity for local job creation as a result of a new Masters store in Latrobe City while also supporting new bulky goods use and development in appropriate locations</p> <p>The TGAR reports and plans encourage a new Neighbourhood Activity Centre (NAC) near the Latrobe Regional Hospital and not at the Hollydale site due to:</p> <ul style="list-style-type: none"> <li>The large number of people employed at the airport and hospital who would be able to access services and facilities within the NAC</li> <li>The recommended establishment of an additional rail station opposite the hospital would ensure improved and sustainable access to the NAC</li> <li>Persons who reside in existing higher density residential development in the form of retirement villages, caravan parks, as well as the accommodation options such as motels in the area would be able to access services and facilities within the NAC. These residential activities would also help support the ongoing viability of the NAC</li> </ul> <p>It should be noted that a Local Activity Centre (LAC) is proposed at the Hollydale Site. The LAC is intended to provide for small scale locally accessibly convenience retailing to service the future residential population in Traralgon West</p>	
	Ms S Emons Urbis (on behalf of Stable Property Group)		Requests that the Hollydale site be formally identified in the TGAR reports and plans as being best suited for the dual purpose of residential (R1Z) and commercial development (B4Z) in order to action the submitter's Master Plan for the Hollydale Site		
	(two submissions)		Objects to the draft TGAR reports in particular the referencing and reliance of the TGAR reports of Council's adopted <i>Assessment of Bulky Goods Floorspace Report 2009</i> . The submission includes an updated analysis of the supply and demand for bulky goods floorspace. Based on the analysis, the submitter suggests that the Latrobe City's predicted bulky goods floorspace growth is significantly below the needs of the region's growing population and that an additional location at the Hollydale site is needed		
			Suggests that the alternative existing zoned bulky goods sites are unsuitable due to the limited exposure to passing traffic and that the Hollydale site would be a more appropriate location to cater for both employment and residential uses		
			The draft TGAR reports will preclude the development of a Masters store within the Traralgon region resulting in lost opportunity for local job creation and improved consumer choice		
			Suggests the proposed Neighbourhood Activity Centre should be more centrally located near the Hollydale site to maximise the available population catchment		
28	Ms G Potter Traralgon Pony Club	Support in part Objection in part	Concerned about land use changes increasing rates and pony club membership costs Willing to move to an alternate site on public land in the future	Refer submission 10 response The submitter is encouraged to continue discussions with Council if needed, regarding a suitable site for future relocation	No



# response to submissions

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submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
29	Ms G Potter Traralgon West Nursery	Support in part Objection in part	Support for the provision of a train station and non-vehicle movement corridor between Traralgon and Morwell  Concern regarding potential amenity impacts of a proposed road alignment through their property, a bus stop directly out the front and a nearby cycle link. Wants to retain rural feel of their property	Support acknowledged  All road locations shown on the framework plan are indicative and will need to be subject to further detailed consideration and consultation as part of any Development Plan. However, it is noted that any additional roads are shown along property boundaries and are intended to identify where high level connections are sought. The roads will not be developed on anyone's land unless they are part of a development proposal  The locations of the bus stops are also indicative and will be subject to review by the Department of Transport, Planning and Local Infrastructure. Any cycle link along Airfield Road may be developed within the road reserve and not on private property	No
30	Mr H Lovell Australian Paper	Support	Generally supports the draft Traralgon Growth Areas Framework and Traralgon West Structure Plan  A 5 km buffer is specified in Clause 52.10 of the planning scheme for paper or paper pulp production involving sulphur between the industry and a residential zone, Business 5 Zone or land used for a hospital or education centre. However it is not feasible to protect a 5 km buffer as this would include much of the existing urban areas of Morwell and Traralgon. It is suggested that a buffer consistent with the Australian Paper's modelled 10 odour unit contour would provide an acceptable level of protection for both industry and residential, however should be modified to exclude existing developed or residentially zoned areas. The buffer could also be adjusted where the land is already zoned R1Z or is included within the urban growth boundary in the existing Traralgon Structure Plan and will be developed for residential purposes. The buffer should be realigned with a road or prominent feature if the adjusted buffer divides an allotment (refer to map attached to submission)  Does not support the expansion of lower density residential development (rural living) south of Tyers (Area 20) as this will impact Australian Paper's obligation to address any adverse amenity impact of odour on residential properties within the 10OU buffer	Support acknowledged  Subsequent to receipt of the submission, Council officers have continued to meet with the Environment Protection Authority, Australian Paper, community groups and individuals in an effort to finalise any required adjustments to the proposed urban amenity buffer. This planning response acknowledges the submission and also reflects the outcomes of current discussions with Australian Paper  It is agreed that a 5km buffer that would include the existing urban areas of Morwell and Traralgon is impracticable. The TGAR proposed urban amenity buffer has used Australian Paper's modelled 10 odour unit contour as a guide but the urban amenity buffer has been changed in the following way: <ul style="list-style-type: none"> <li>Existing Residential 1 Zone land or future Residential 1 Zone land in Morwell and Traralgon has been excluded from the proposed urban amenity buffer map to reflect subdivision opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken</li> <li>Existing Low Density Residential Zone land immediately west of Traralgon has been excluded from the proposed urban amenity buffer map to reflect subdivision opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken</li> <li>Minor amendment to the boundary of the proposed urban amenity buffer map to better reflect title boundaries and road reserve alignments, particularly in the south eastern section of the proposed urban amenity buffer</li> <li>Acknowledgment that an area in Morwell North around Paul Street may require further odour modelling by Australian Paper that may result in future minor amendments to the boundary of the proposed urban amenity buffer map</li> </ul> The potential impact of odour on any rural residential development south of Tyers is acknowledged. However, the area is also identified in the adopted Tyers Small Town Structure Plan as being suitable for 'future long-term urban expansion' and this is reflected at Clause 21.06 of the Latrobe Planning Scheme. The position of long term urban expansion to the south of Tyers needs to be reviewed in light of the new	Yes

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
				<p>information provided by way of the Australian Paper odour modelling. Nonetheless, the identification of this land for 'rural living future investigation' is considered to have merit, noting:</p> <ul style="list-style-type: none"> <li>• The area is approximately the same distance as some existing rural living areas to the west of Traralgon which will remain within the buffer</li> <li>• There are existing rural living allotments (and zoned land) at the southern extent of the area proposed</li> <li>• The development of rural living lots offers a 'role' for Tyers in providing a type of development opportunity that is no longer supplied in association with the growing regional centre of Traralgon</li> <li>• Rezoning of this area, should it be pursued, would only result in a limited number of new dwellings (depending on minimum lot size)</li> </ul> <p>The submitter is in support of changing the TGAR proposed urban amenity buffer to acknowledge that the area immediately south of Tyers township may require further odour modelling by Australian Paper. This may result in future minor amendments to the boundary of the proposed urban amenity buffer map that would potentially release the land for some rural living opportunities</p>	
			Opposes development of new sensitive uses including residential uses, hospitals and education facilities within the proposed amenity buffer in line with EPA recommendations. Commercial or industrial uses or continued farming and agricultural uses would be appropriate within the buffer	The submitter's comments are noted. However, the submitter is in support of changing the TGAR proposed urban amenity buffer to acknowledge that there may be potential (subject to planning permit application assessment) to honour the limited subdivision potential in the existing Rural Living Zone within the proposed urban amenity buffer that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken	
			With advances in emissions control technology the buffer may be further refined over time and Australian Paper and EPA will update the buffer requirement consistent with the requirements of their licence in the future	Potential changes to the proposed urban amenity buffer as a result of technological advances is identified in the TGAR reports and plans	
31	Joey Whitehead JW Planning Services	Objection	The submitter states that part of a property situated south of area 7 in the Traralgon Structure Plan is no longer suitable for agricultural production (due to the bypass alignment dissecting the land, encroachment of residential development and the coal buffer being reduced in the future) and for the land to be included within the Traralgon Structure Plan settlement boundary as future residential	<p>It is noted that the northern portion of the farming land (i.e. 59 hectares) to which the submission relates is outside the existing Traralgon Structure Plan settlement boundary and is affected by PAO1 VicRoads Roads Acquisition, DDO3 Princes Freeway – Traralgon Bypass and the ESO1 Urban Buffer. While the submission identifies that verbal agreement has been provided by Clean Coal Victoria that the ESO may no longer be relevant, until such time as the overlay is removed from the land it is inappropriate to support any change to the Traralgon Structure Plan settlement boundary and subsequent rezoning in this area. Should CCV or Department of Primary Industries (DPI) support the removal of the ESO in writing, north of the proposed bypass alignment, it may be that other areas affected by the revised ESO would be more appropriate for development than the identified parcel. Therefore a more holistic approach may be required to be considered when CCV and DPI release updated coal and urban buffer mapping</p> <p>The TGAR reports have been updated to reflect the new data available from the 2011 census and 2012 VIF population projections. However, it is noted that the additional</p>	Yes
			The request is also made on the basis that the existing land supply outlined in TGAR is understated due to out-dated ABS figures being relied on		

# response to submissions

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submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
				land currently identified in TGAR constitutes a much longer term supply of land than is required under current planning policy and that residential living patterns over the next 40 years are likely to change which would impact on the amount of necessary land needed. As such, careful monitoring of land development and appropriate forms of medium and higher density development should be encouraged over this period	
32	Mr C Vacca and others	Objection	<p>Concern over the application the proposed Australian Paper Urban Amenity Buffer</p> <p>Questions why the 5km radius buffer is represented differently in the diagram on page14 of Traralgon West Structure Plan</p> <p>Concern as to why residents have not been notified if there is a potential health risk by being situated in the buffer</p> <p>Concern over the impact of the buffer on land values</p> <p>Strongly objects to the Hollydale site being medium density as it will adversely affect liveability</p>	<p>It is acknowledged that the application of an urban amenity buffer around the APM site which may affect the Traralgon West area is an important issue. Under the Victorian Planning System, there is a legal requirement for a buffer to be established. While it appears that this has not been acknowledged previously it does not give reason to exclude this current TGAR work from reflecting any buffer and there appears to be general acknowledgement of the need for such a buffer, although many residents within the buffer area advise that they have not experienced any odour impacts</p> <p>The buffer is recommended to reflect the best available expert opinion. In this case, consultancy odour modelling work prepared by GHD regarding the buffer has been accepted by the EPA and Council. They identified that a standard 5km buffer would be impractical and have too great an impact and that a better outcome would be to map and use the 10 odour unit extent, which is what the initial exhibited TGAR buffer reflected. This was then adjusted to reflect a buffer which may be more easily applied through the planning scheme, aligning along roadways, title boundaries and the like</p> <p>The Australian Paper odour amenity buffer follows the same alignment within the Traralgon West Structure Plan on page 14 and within the Traralgon Growth Area Framework Plan on page 39 of the corresponding draft documents</p> <p>The TGAR reports do not in themselves generate or result in any health risks. Direct health risks (if any) associated with the odour from the Australian Paper site are outside the scope of the TGAR reports and are a matter for Australian Paper and the Environment Protection Authority</p> <p>The recommendations of a proposed broad land-use strategy that may be perceived to contribute to decreasing or increasing land values on specific properties is not a matter that is given significant weight in determining the adoption or abandonment of a proposed land-use strategy (see various Victorian Panel and VCAT cases) because it is often difficult to estimate the impact (if any) of land-use decisions on land values. It is important to recognise that there are numerous reasons why property prices go up and down: location, size, amenity, the state of neighbouring properties, building use, rental return, current socio economic conditions, quality of buildings etc. Furthermore, the TGAR reports in themselves do not introduce any new zones or overlays into the Latrobe Planning Scheme. This may be done as part of future planning scheme amendments and at different stages over a long term period that may or may not be approved by the Minister for Planning</p> <p>The identification of the Hollydale site for medium density housing is not considered to affect the liveability of the area where planned appropriately. The presence of additional residents within the areas provides additional support for the provision of services and local shops etc. The appropriate dwelling density for the strategic residential</p>	Yes in part

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			Support the adjusted buffer proposed by TGAR Community Working Group	<p>development sites will be determined as part of a future development plan process</p> <p>Council officers have consulted with Environment Protection Authority, Australian Paper, community groups and individuals in an effort to finalise any required adjustments to the proposed urban amenity buffer. After considering alternative urban amenity buffer mapping proposals, the exhibited draft TGAR proposed urban amenity buffer map has been retained in principle but changed in the following way:</p> <ul style="list-style-type: none"> <li>Existing Low Density Residential Zone land immediately west of Traralgon has been excluded from the proposed urban amenity buffer map to reflect subdivision opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken</li> <li>Minor amendment to the boundary of the proposed urban amenity buffer map to better reflect title boundaries and road reserve alignments, particularly in the south eastern section of the proposed urban amenity buffer</li> <li>Acknowledgement that there may be potential (subject to planning permit application assessment) to honour the limited subdivision potential in the existing Rural Living Zone within the proposed urban amenity buffer that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken</li> </ul>	
33	Mr Ian Whitehead Traralgon Golf Club Inc	Objection	<p>Objects to any further proposals to increase residential development adjacent to the golf course</p> <p>Opposes the strategic development sites at Hollydale and the golf course for residential development</p> <p>Concerns that the rezoning of land to the north and west boundary of the golf club has not included requirements for building set-backs, appropriate buffer zones or screen fencing</p> <p>Concerns about the lack of consultation with the club on the rezoning of land in Alamere Drive, Traralgon West to allow higher density residential development</p>	<p>The identification of Hollydale and the golf club as potential sites for medium density development does not mean that the club <i>must</i> develop their land. It allows for that opportunity in the longer term should the club management decide this is appropriate, either as a replacement for the club or part of a redevelopment to include housing (as has occurred on many other sites). Also refer to submission 32.</p> <p>The development of land to the north of the club at higher densities has been a long standing strategic aim, as identified through the adopted Traralgon Structure Plan (at Clause 21.05 of the Latrobe Planning Scheme) and reflected in the inclusion of the land under DPCD's land supply calculations as 'future residential'. The land was originally proposed for rezoning under Amendment C58 but this rezoning did not proceed</p> <p>This framework supports the rezoning of the land to Residential 1 Zone or an appropriate residential type zone. However, any rezoning will need to be accompanied by a Development Plan which would need to address the interface with the golf course and ensure that appropriate setbacks or other measures are included. There may be merit in considering any future development of the golf course as part of this Development Plan to ensure both interim and potential long term interfaces are considered</p> <p>The Traralgon Structure Plan identifies Alamere Drive as potential Future Residential land however, it is currently zoned Low Density Residential and an exact timeframe for rezoning, if this were to occur, is yet to be determined</p>	No
34	Mr I Keith Beveridge Williams & Co Pty	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Requests an adjustment of the buffer boundary to align with the existing title boundaries of the Brownlee property at Alamere Drive, Traralgon West. Currently the</p>	<p>Refer submission 32 response</p> <p>The existing Low Density Residential Zone land immediately west of Traralgon has been excluded from the proposed urban amenity buffer map to reflect subdivision</p>	Yes

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
	Ltd (on behalf of R & F Brownlee)		buffer boundary passes through the north western corner of the property (map attached with submission)	opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken. Therefore, the Brownlee property is no longer situated within the proposed urban amenity buffer.	
35	Mr Ian McGown (six submissions)	Objection	<p>Concern over the application of a buffer from the APM site and that the modelling undertaken by GHD to justify the buffer is unscientific and unreliable</p> <p>Concern that the buffer denies property owners in the Rural Living Zone in the west of Traralgon further subdivision opportunities</p> <p>Concern as to why residents have not been notified if there is a potential health risk by being situated in the buffer</p>	<p>Refer submission 32 response</p> <p>Most of the Rural Living Zone (RLZ) land affected by the exhibited draft TGAR proposed urban amenity buffer is already at the minimum subdivision allotment size and these allotments do not have potential development subdivision opportunities. There are only 8 additional allotments able to be applied for and assessed under the existing RLZ in the area. The exhibited draft TGAR proposed urban amenity buffer map has been retained in-principle but discussion within the TGAR reports now acknowledge that there may be potential (subject to planning permit application assessment) to honour the limited subdivision potential in the existing RLZ within the proposed urban amenity buffer that existed in the Latrobe Planning Scheme prior to the Australian Paper odour modelling being undertaken. Any RLZ land outside the proposed urban amenity buffer that was proposed for residential type subdivision density in the future would need to be justified as part of a separate planning scheme amendment process that would need to be approved by the Minister for Planning.</p> <p>Refer submission 32 response</p>	Yes in part
36	Mr B & Mrs B Riddle	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Questions why residential development has already occurred within the buffer</p> <p>Concern regarding lack of consultation with landowners</p> <p>Suggests the LDRZ land in Traralgon West be excluded from the buffer</p>	<p>Refer submission 32 response</p> <p>Some residential development has already occurred within the proposed urban amenity buffer. This development occurred prior to Australian Paper's detailed urban amenity buffer odour modelling. The modelling has helped to better define and map the extent of odour from the site. Now that Australian Paper, Environment Protection Authority and Council have new odour modelling information, they must have regard to the appropriateness of existing and proposed sensitive uses close to the Australian Paper site. This is particularly pertinent when considering and preparing new land use strategies in the area</p> <p>The draft TGAR Background Report, draft TGAR Framework Plan and draft Traralgon West Structure Plan were placed on public exhibition for a period of 32 weeks from 9 April 2012 until 16 November 2012. As part of the community consultation process Council officers held 7 information sessions, numerous one-on-one meetings, posted letters to affected landowners and key stakeholders, published 2 public notices in the Latrobe Valley Express and placed project information at the Council service centres and on the Latrobe City Council website</p> <p>The exhibited draft TGAR proposed urban amenity buffer map has been retained in principle but changed to exclude existing Low Density Residential Zone land immediately west of Traralgon to reflect subdivision opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken. Therefore there is no loss of subdivision potential due to the proposed urban amenity</p>	Yes in part

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			<p>Questions whether there will be financial compensation if the proposed buffer is adopted</p> <p>Supports the proposal for Old Melbourne Road and Coopers Road reserve to be developed as a key green movement corridor</p>	<p>buffer</p> <p>The principle of the proposed urban amenity buffer has been reflected in Environment Protection Authority and land use planning policy for some time. The issue of the applicability of financial compensation in this instance is not a matter that is given significant weight in determining the adoption or abandonment of a proposed land-use strategy (see various Victorian Panel and VCAT cases)</p> <p>Support acknowledged</p>	
37	Mr P Kobiela	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Requests a further 90 days for consultation so all residents can respond</p>	<p>Refer submission 32 response</p> <p>The community consultations for the TGAR project were extended several times in accordance with subsequent Council resolutions and the consultation period ran from 9 April 2012 until 16 November 2012. Therefore, the submitter and residents have been provided with sufficient time to make a written submission. It is noted that late submissions have also been considered by Council</p>	No
38	Ms L Rao	Objection	<p>Concern over the application of a buffer from the APM site and suggests a gradual buffer zone</p> <p>Mentions that the buffer was proposed in 1990 and it has not changed in 22 years despite APM lowering their emissions</p> <p>Concern regarding the impact of the buffer on Traralgon's economic growth</p>	<p>Refer submission 32 response</p> <p>The EPA publication <i>Recommended Buffer Distances For Industrial Air Emissions AQ 2/86 July 1990</i> (recently updated) and other guidelines (i.e. Clause 52.10 of the Latrobe Planning Scheme) have been in place for some time and have been used as a broad guide by Environment Protection Authority and Council in assisting consideration of the location of existing and proposed sensitive uses close to the Australian Paper site. Australian Paper recently prepared detailed urban amenity buffer odour modelling that helped to better define and map the extent of odour from the site. Now that Australian Paper, Environment Protection Authority and Council have new odour modelling information, they must have regard to the appropriateness of existing and proposed sensitive uses close to the Australian Paper site. This is particularly pertinent when considering and preparing new land use strategies in the area</p> <p>The proposed urban amenity buffer assists with providing information and clearer direction and confidence where future industrial investment can be directed either at the Australian Paper site or housing investment around the proposed buffer. This is not considered to adversely impact the future economic growth in Traralgon and the area</p>	Yes
39	Mr S Testa	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Has not detected any odour in the 16 years of living in the buffer. Suggests AP should continue to develop processes to minimise odours, EPA should review AP's odour management plans and Council should exclude the buffer from the TGAR project</p>	<p>Refer submission 32 response</p> <p>Australian Paper has undertaken significant upgrades to their facilities in recent years to reduce the impact of odour on the community and is continuing to do so. The EPA is responsible for ensuring Australian Paper adheres to the licensing requirements of odour emissions from paper manufacturing using sulphur containing materials. Under the Victorian Planning System, there is a legal requirement for a buffer to be established. The current TGAR work is required to reflect the buffer, although many residents within the buffer area advise that they have not experienced any odour</p>	No

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment impacts	changes to exhibited reports required? yes/no
40	David & Jill Silvester	Objection	Concern over the application of a buffer from the APM site and the justification for areas to which the buffer has been applied Concern over the impact of the buffer on land values	Refer submission 32 response Refer submission 32 response	Yes
41	John & Jenny Wilkins	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values	Refer submission 32 response Refer submission 32 response	No
42	Christine Smith & Nicholas Findlay	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values	Refer submission 32 response Refer submission 32 response	No
43	Dr Barbara Panther	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Requests a copy of the GHD modelling report	Refer submission 32 response Refer submission 32 response Request for a copy of the GHD modelling report was forwarded to Australian Paper	Yes in part
44	Greg Thomas	Objection	Concern over the application of a buffer from the APM site Concern regarding the loss of potential development of their land	Refer submission 32 response Refer submission 36 response	Yes
45	David & Julie Linahan	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land	Refer submission 32 response Refer submission 32 response Refer submission 36 response	Yes
46	Peter & Jenny Dal Pra	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land	Refer submission 32 response Refer submission 32 response Refer submission 35 response	No
47	Rino Marino	Objection	Concern over the application of a buffer from the APM site Concern regarding the loss of potential development of their land. Seeks to realign the proposed buffer boundary in the Morwell North area	Refer submission 32 response Council officers have consulted with Environment Protection Authority, Australian Paper, community groups and individuals in an effort to finalise any required adjustments to the proposed urban amenity buffer. After considering alternative urban amenity buffer mapping proposals, the exhibited draft TGAR proposed urban amenity buffer map has been retained in-principle but discussion within the TGAR reports now acknowledge that an area in Morwell North around Paul Street and an area immediately south of Tyers township may require further odour modelling by Australian Paper that may result in future minor amendments to the boundary of the proposed urban amenity buffer map	Yes in part

## response to submissions

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submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
48	Mr M L Ryan	Objection	Concern over the application of a buffer from the APM site Seeks to realign the proposed buffer boundary in the Morwell North area	Refer submission 32 response Refer submission 47 response	Yes in part
49	Dino, Nerina, John and Julie D'Angelo	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Recommend Council appoint an independent consultant to review the proposed buffer  Suggest Council keep landowners affected by proposed buffer updated on the progress of the project  Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 36 response Council has undertaken an independent review by Aecom consultants of the proposed urban amenity buffer odour modelling and has also sought comments from Environment Protection Authority and Australian Paper. The review and specialist technical research and information has resulted in the need for a proposed urban amenity buffer around the Australian Paper site while activities at the site are in operation  Council officers have met with stakeholders for one-on-one discussions at Latrobe City Council offices during and post the community consultation period. Further correspondence will be forwarded to submitters to the project to advise the details of the upcoming Council meeting where the TGAR documents will be referred to Council for their consideration  Refer submission 32 response	Yes
50	Bernardo & Mirella Alesi	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding increased rates in Low Density Residential Zone when subdivision potential may no longer be possible Concern regarding the loss of potential development of their land  Recommend Council appoint an independent consultant to review the proposed buffer Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 10 response  The subject property referred to in the submission is situated in the Rural Living Zone Refer submission 35 response  Refer submission 49 response Refer submission 32 response	No
51	Daryl & Christine Marks	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 32 response	No
52	Julie Fleming	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land	Refer submission 32 response Refer submission 32 response Refer submission 35 response	No



## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response	
53	Barry & Leanne Scott	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Concern over the impact of the buffer on land values</p> <p>Concern regarding the loss of potential development of their land</p> <p>Support the adjusted buffer proposed by TGAR Community Working Group</p>	<p>Refer submission 32 response</p> <p>Refer submission 32 response</p> <p>Refer submission 36 response</p> <p>Refer submission 32 response</p>	Yes
54	TGAR Community Working Group	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Propose an adjusted buffer utilising road alignments (Valley Drive, Airfield Road, Scubby Lane, Cemetery Drive, Tyers Road and Archibold's and Sawyers Lanes)</p> <p>Concern over the impact of the buffer on land values</p> <p>Concern regarding the loss of potential development of their land</p> <p>Mentions that the buffer was proposed in 1990 and it has not changed in 22 years despite APM lowering their emissions</p> <p>Suggests the proposed AP buffer represents considerable unfairness due to future development areas such as Crinigan Road Morwell and Tyers Road Traralgon having been excluded</p> <p>Suggest Council keep landowners affected by proposed buffer updated on the progress of the project</p>	<p>Refer submission 32 response</p> <p>Refer submission 32 response</p> <p>Refer submission 35 response regarding Rural Living Zone land and refer submission 44 response regarding the Low Density Residential Zone land</p> <p>Refer submission 38 response</p> <p>The proposed urban amenity buffer is based on odour modelling provided by Australian Paper and comments from the Environment Protection Authority. Existing Residential 1 Zone land or future Residential 1 Zone land in Morwell and Traralgon has been excluded from the proposed urban amenity buffer map to reflect subdivision opportunities that existed in the Latrobe Planning Scheme prior to Australian Paper odour modelling being undertaken</p> <p>Refer submission 49 response</p>	Yes in part
55	Robert & Rosemary Lorenz	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Concern over the impact of the buffer on land values</p> <p>Concern regarding the loss of potential development of their farming land</p> <p>Support the adjusted buffer proposed by TGAR Community Working Group</p>	<p>Refer submission 32 response</p> <p>Refer submission 32 response</p> <p>Refer submission 35 response</p> <p>Refer submission 32 response</p>	No
56	Ian & Glenda Baillie	Objection	<p>Concern over the application of a buffer from the APM site</p> <p>Concern over the impact of the buffer on land values</p> <p>Concern regarding the loss of potential development of their farming land</p>	<p>Refer submission 32 response</p> <p>Refer submission 32 response</p> <p>The submitter's land is zoned Farming and is affected by inundation in parts and the future subdivision of the land is subject to the existing provisions of the Latrobe Planning Scheme. Furthermore, the TGAR reports in themselves do not introduce any new zones or overlays into the Latrobe Planning Scheme and therefore do not prohibit certain types of development. New zones or overlays may be done as part of future</p>	No

## response to submissions

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submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
				planning scheme amendments and at different stages over a long term period that may or may not be approved by the Minister for Planning	
57	Kenneth & Lorraine Bartling	Objection	Concern over the application of a buffer from the APM site Concern regarding the loss of potential development of their land Recommend Council appoint an independent consultant to review the proposed buffer Suggests that the proposed buffer is applied to road boundaries	Refer submission 32 response Refer submission 35 response Refer submission 49 response Minor amendments to the boundary of the proposed urban amenity buffer map have been undertaken to better reflect title boundaries and road reserve alignments, particularly in the south eastern section of the proposed urban amenity buffer	Yes in part
58	Barry & Leanne White	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Suggests 1 or 5 acre lots be considered for future development at the Hollydale site	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 32 response	No
59	John & Rosie Di Ciero	Objection	Concern over the application of a buffer from the APM site Suggests that Council have ignored the EPA guidelines since 1990 Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 38 response Refer submission 32 response	No
60	Kerry & Lauris Watson	Objection	Concern over the application of a buffer from the APM site Suggests that Council have ignored the EPA guidelines since 1990 Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 38 response Refer submission 32 response	Yes
61	Keith Walsingham Reality Christian Fellowship Inc	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 32 response	No
62	KJ & JA Currie	Objection	Concern over the application of a buffer from the APM site Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response	Yes
63	Don & Bev Milner	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Concern they weren't notified of community engagement sessions held in May 2012 for the TGAR project	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 36 response	No

## response to submissions

### feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
64	Mr C Vacca	Objection	Concern over the application of a buffer from the APM site Strongly objects to the Hollydale site being medium density as it will adversely affect liveability Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 32 response	No
65	Daniel Colonelli	Objection	Concern over the application of a buffer from the APM site Strongly objects to the Hollydale site being medium density as it will adversely affect liveability Concern regarding the loss of potential development of their land Suggests that Council have ignored the EPA guidelines since 1990 Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 38 response Refer submission 32 response	No
66	Don Colantuono	Objection	Concern over the application of a buffer from the APM site Strongly objects to the Hollydale site being medium density as it will adversely affect liveability Concern regarding the loss of potential development of their land Suggests that Council have ignored the EPA guidelines since 1990 Support the adjusted buffer proposed by TGAR Community Working Group	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 38 response Refer submission 32 response	No
67	A & L Charalambous	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values Concern regarding the loss of potential development of their land Suggests that Council have ignored the EPA guidelines since 1990 Suggests that the buffer boundary should be re-aligned at Scrubby Lane, Traralgon	Refer submission 32 response Refer submission 32 response Refer submission 35 response Refer submission 38 response Refer submission 32 response	No
<b>LATE SUBMISSIONS</b>					
68	Mr Sam Dunbar	Support	Supports long term growth for the town out to the east	Support acknowledged	No
69	Mr K and Mrs J Durward	Objection	Concern over the application of a buffer from the APM site Concern over the impact of the buffer on land values	Refer submission 32 response Refer submission 32 response	No
70	Barbie Panther (on behalf of the Morwell	Objection	Concern over the application of a buffer from the APM site Seeks to realign the proposed buffer boundary in the Morwell North area	Refer submission 32 response Refer submission 47 response	Yes in part

# response to submissions


## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
	North Residents Group) (two submissions)		Requests a meeting between AP, Council planning department and the Morwell North Residents Group	A meeting was held post receipt of the submission between Morwell North Residents Group, Australian Paper, GHD and Council officers. It was agreed that Australian Paper and GHD would review the previous odour modelling and undertake a frequency impact analysis of odour within the Morwell North area. This area is still currently under investigation by Australian Paper	
71	Scott & Ruth McFarlane	Objection	Concern over the application of a buffer from the APM site  Currently have a planning permit application with Council to subdivide a 2ha portion of land off their 10ha property. They have rarely noticed an odour from Australian Paper and requests Council approve development within the buffer based on the extent of the current planning zone provisions	Refer submission 32 response  The submitter's land is zoned Rural Living and is one of the allotments able to be applied for subdivision and assessed under the existing RLZ in the area. A planning permit application for subdivision has been lodged by the submitter and is yet to be determined by Council. The exhibited draft TGAR proposed urban amenity buffer map has been retained in-principle but discussion within the TGAR reports now acknowledge that there may be opportunity (subject to planning permit application assessment) to honour the limited subdivision potential in the existing RLZ within the proposed urban amenity buffer that existed in the Latrobe Planning Scheme prior to the Australian Paper odour modelling being undertaken. It should also be noted that the draft TGAR proposed urban amenity buffer is one of many planning issues that may need to be considered prior to a planning permit application for subdivision being determined for the submitter's land	Yes
72	Ms Jennifer Jones SMEC Urban (on behalf of Sam Suleman)	Support in part Objection in part	Supports the identification of the land as 'future investigation area' in Area 5 (now Area 4) of Traralgon West Structure Plan, but does not support the identification of Area 2 as 'future industrial use' due to a perceived oversupply of industrial land  Proposes Area 2 be identified for future residential use instead of industrial use based on: <ul style="list-style-type: none"> <li>• A perceived surplus of available industrial land in the area</li> <li>• Residential land abuts the subject land to the west and there may be detrimental amenity impacts if the subject land was developed for heavy industrial uses</li> <li>• The proposed AP odour buffer is not yet determined, therefore future residential land on the subject land is still feasible</li> <li>• The existence of the Land Subject to Inundation Overlay (LSIO), Design and Development Overlay (DDO - Latrobe Regional Airport – Obstacle Height) over the subject land does not preclude future residential development</li> </ul>	The use of Area 4 (i.e. formerly Area 5 in exhibited TGAR) for residential uses is not supported due to the large amount of constraints that affect the land (e.g. LSIO, DDO and AEO) and most importantly the need to protect the long term interests of the Latrobe Regional Airport and the Latrobe Regional Hospital. This land is ideally suited for employment uses and the Traralgon Growth Area Framework and Traralgon West Structure Plan continues to promote this given the importance of employment in promoting the growth of both Latrobe City and the wider Gippsland region. The completion of a municipal wide Industrial Land Study is required to inform industrial land supply and demand requirements and employment needs prior to making substantial reductions of Latrobe City's industrial zoned land, especially where these industrial areas are already identified within the Latrobe Planning Scheme  While the need for additional land to meet residential supply requirements is acknowledged and the submitter proposes a new residential precinct in Area 2 and Area 4, the preferred residential areas are clearly identified in other more suitable areas in the TGAR plans. Furthermore, the presence of abutting residential land to Area 2 is not considered sufficient strategic justification for the use of the land for residential purposes. The proposed TGAR Australian Paper urban amenity buffer has been updated and reflects the most recent view of Australian Paper and Environment Protection Authority. New residential precincts that aren't already zoned for residential purposes or identified in the Latrobe Planning Scheme as such should be discouraged where they are affected by the proposed TGAR Australian Paper urban amenity buffer  It is recommended that the landowner be involved in further discussions regarding the investigation of potential opportunities for the land but that residential uses and core	No

# response to submissions

## feedback following public exhibition of the Traralgon Growth Areas Review

submission no.	name/organisation	support / objection	summary of points raised	planning comment	changes to exhibited reports required? yes/no
			<p>Promotes the development of land for various uses as per the submitter's concept plan. These uses include:</p> <ul style="list-style-type: none"> <li>Commercial uses along the Princess Highway frontage due to good exposure from passing traffic</li> <li>Residential uses in areas 4 and 5 and larger residential lots along Alexander Road</li> <li>Retirement village opportunities in close proximity to hospital</li> <li>Open space areas that are affected by the Airport Environs Overlay (AEO)</li> </ul>	<p>commercial uses west of the airport abutting the Princes Highway not be supported. This is reflected in the updated Traralgon Growth Area Framework and Traralgon West Structure Plan, noting that a municipal wide Industrial Land Study and Retail Land Study is required which may influence future uses in Area 2 and Area 4</p> <p>The Traralgon Growth Area Framework and Traralgon West Structure Plan identify the submitter's land as 'future industrial' and 'employment investigation area'. The detailed planning of both of these areas are subject to a development plan/master plan being prepared to guide future use and development and therefore no appraisal of the submitter's concept plan has been undertaken. That being said, the following comments above do identify where the submitter's concept plan appears to be in conflict with the objectives and strategies of the Traralgon Growth Area Framework and Traralgon West Structure Plan</p>	
73	Mr Ken Ludlow	Objection	<p>Concern that the Low Density Residential Zone in the Traralgon West area has been proposed for 1000 square metre residential lots in the Traralgon West Structure Plan</p> <p>Concern that the cost for infrastructure would be too great for people looking to subdivide their land in the Low Density Residential Zone in the Traralgon West area</p> <p>Suggests that active open space is not required in Low Density Residential Zone, but that a new school should be planned for in Traralgon West</p> <p>Suggests it may be 20 to 30 years before any further development takes place in the Traralgon West area</p>	<p>The Traralgon West Structure Plan identifies the Low Density Residential Zone in Traralgon West as proposed future conventional residential use. This land is not affected by the Australian Paper urban amenity buffer and therefore the area may provide increased housing density opportunities over time. Lower residential densities north of this area in the existing Rural Living Zone are likely to be retained due to odour impacts arising from the presence of the Australian Paper mill. Specific lot density in the Traralgon West area will be determined at the development plan stage post future rezoning of the area</p> <p>Specific developer contribution costings for key shared infrastructure in the Traralgon West area will be determined at the development/ contribution plan stage post future rezoning of the area</p> <p>Specific developer contribution costings for key shared infrastructure and open space and other community services in the Traralgon West area will be determined at the development/ contribution plan stage post future rezoning of the area</p> <p>The Traralgon Growth Areas Review seeks to provide a strategic framework for long term urban growth in the Traralgon area for up to 40 years to meet the needs of the broader Latrobe community</p>	No






appendix 2  
constraints

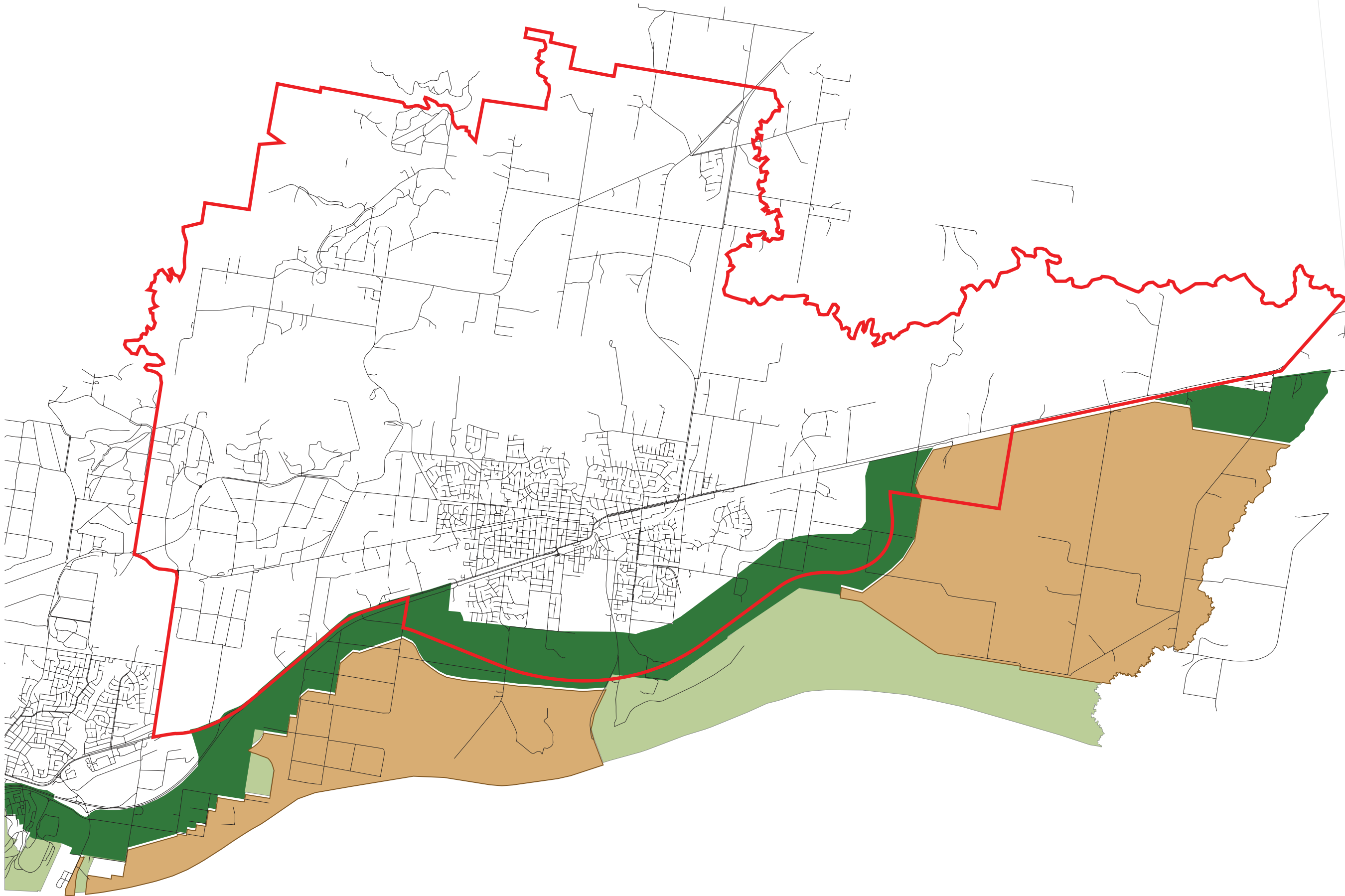
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# traralgon growth area framework

## coal resources and electricity generation

### legend

- state resources overlay 
- special use zone 1  
(loy yang coal mine) 
- ESO 1  
(coal mine buffer) 



Project Ref: 11.101  
Dwg No.: DWG-001  
Scale: 1:30000 @ A1  
1:60000 @ A3  
Date: 20.08.2013  
Revision: D






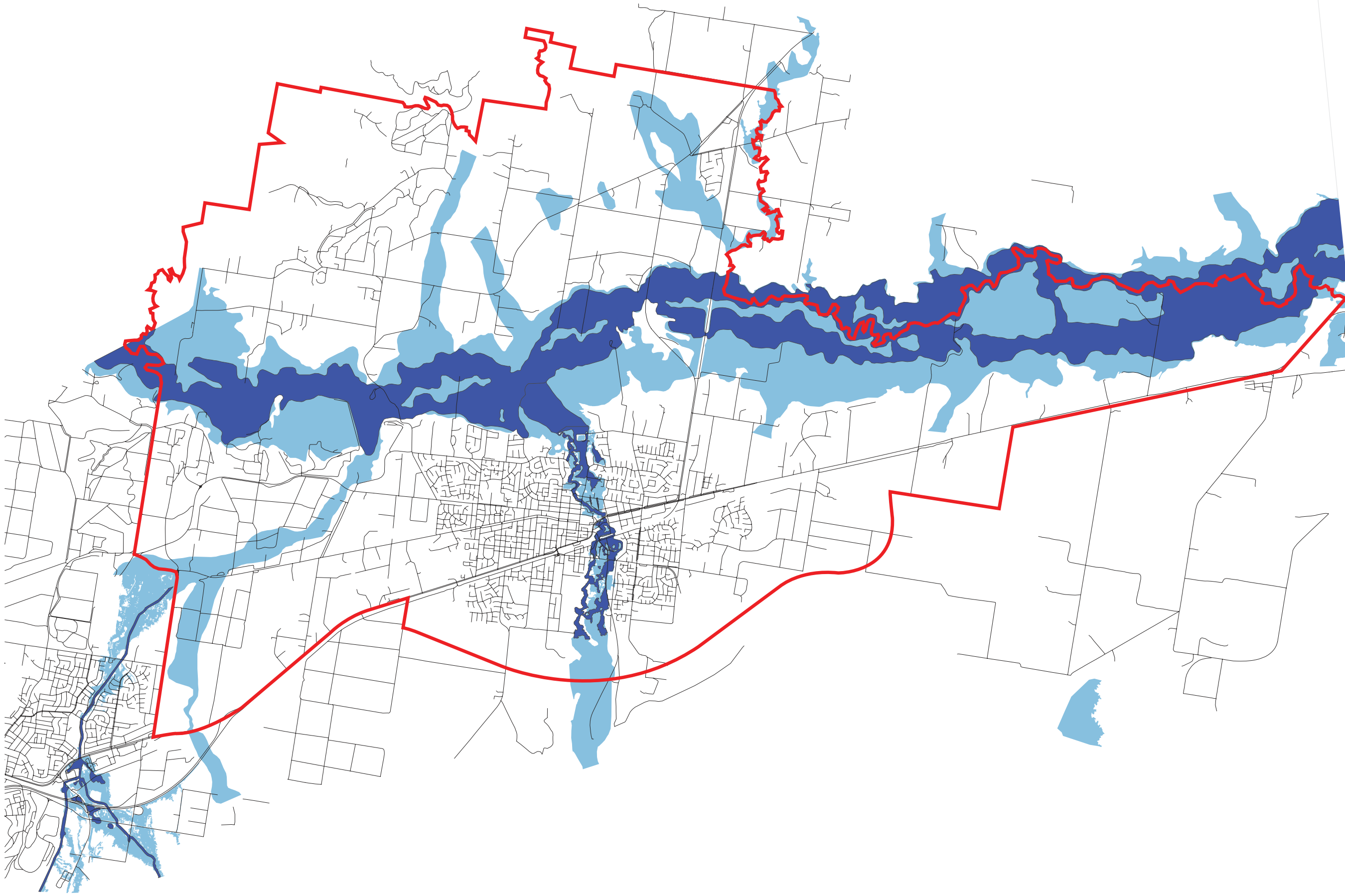


# traralgon growth area framework

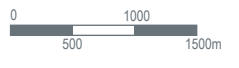
## flood prone land

### legend

- land subject to inundation 
- flood overlay 
- water courses 



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 1:60000 @ A3  
 Date: 20.08.2013  
 Revision: D



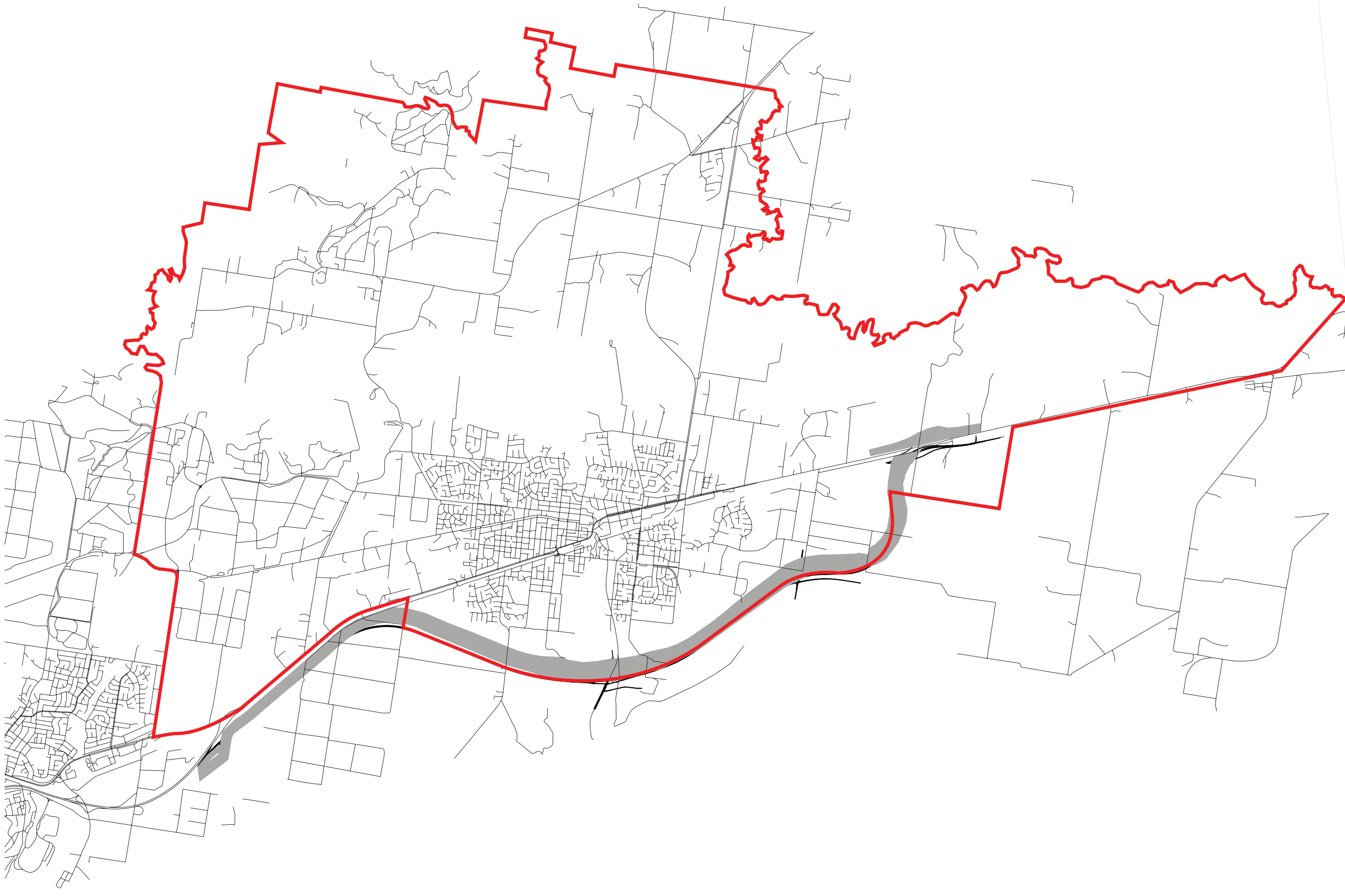


# traralgon growth area framework

## traralgon bypass (proposed)

legend

DDO






Project Ref: 11.101  
Dwg No.: DWG-003  
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1:60000 @ A3  
Date: 20.08.2013  
Revision: D

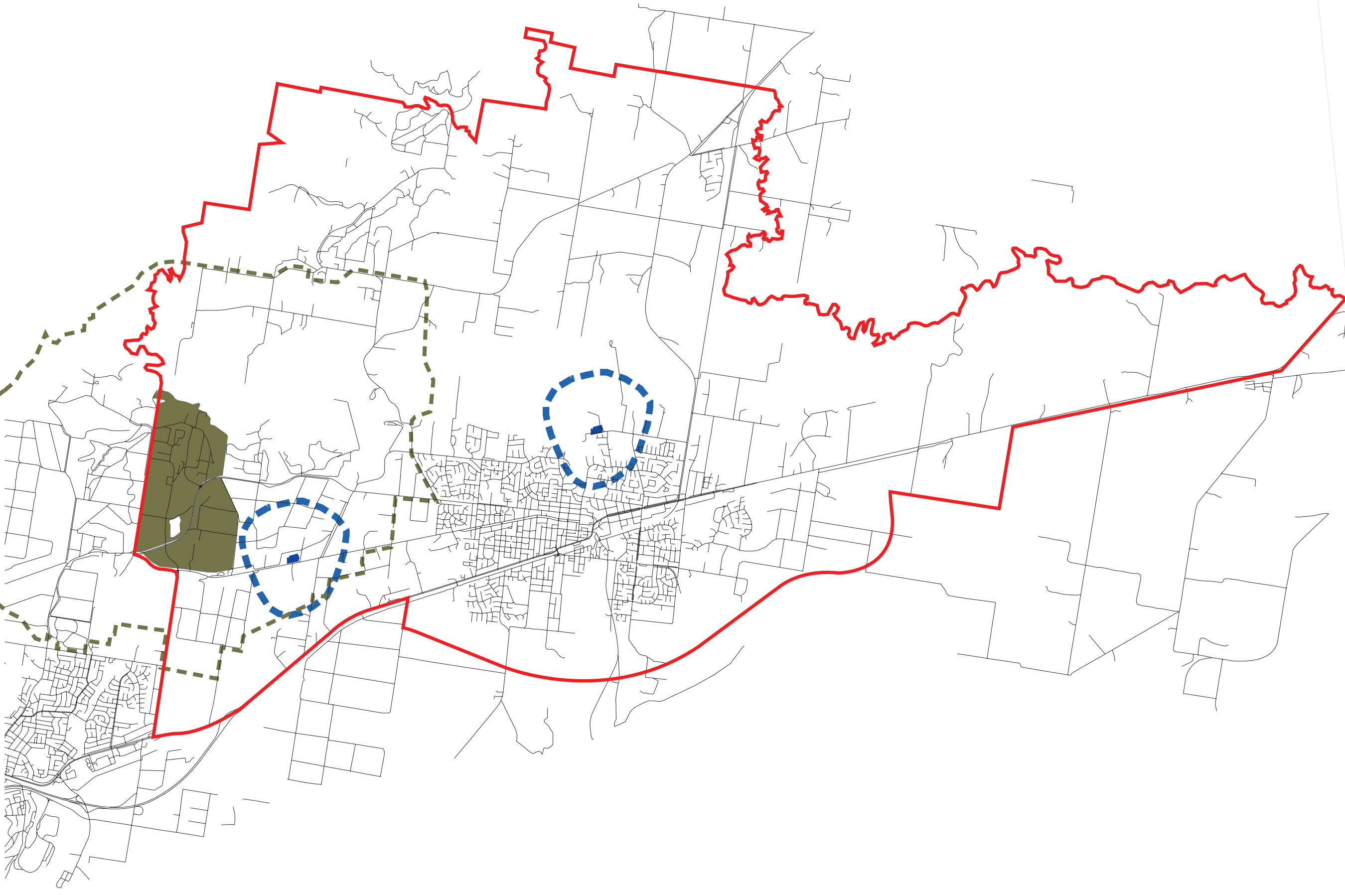


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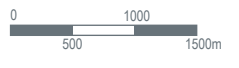
## amenity buffers

### legend

- industrial 2 zone (australian paper mill) 
- urban amenity buffer 
- gippsland water storage buffer 



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Revision: D






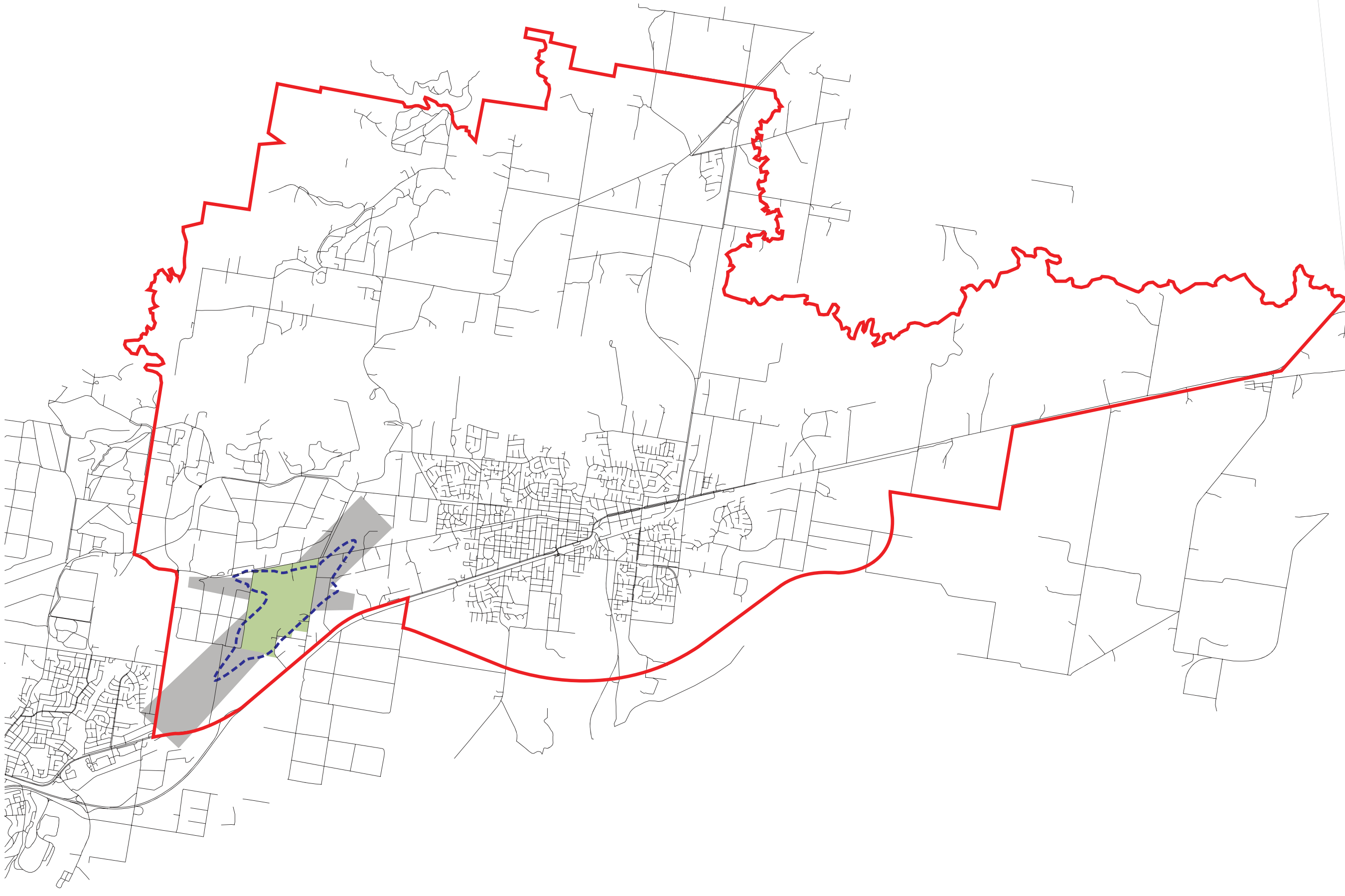


# traralgon growth area framework

## latrobe airport

### legend

- DDO 
- special use zone 7 
- AEO 



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 Revision: D

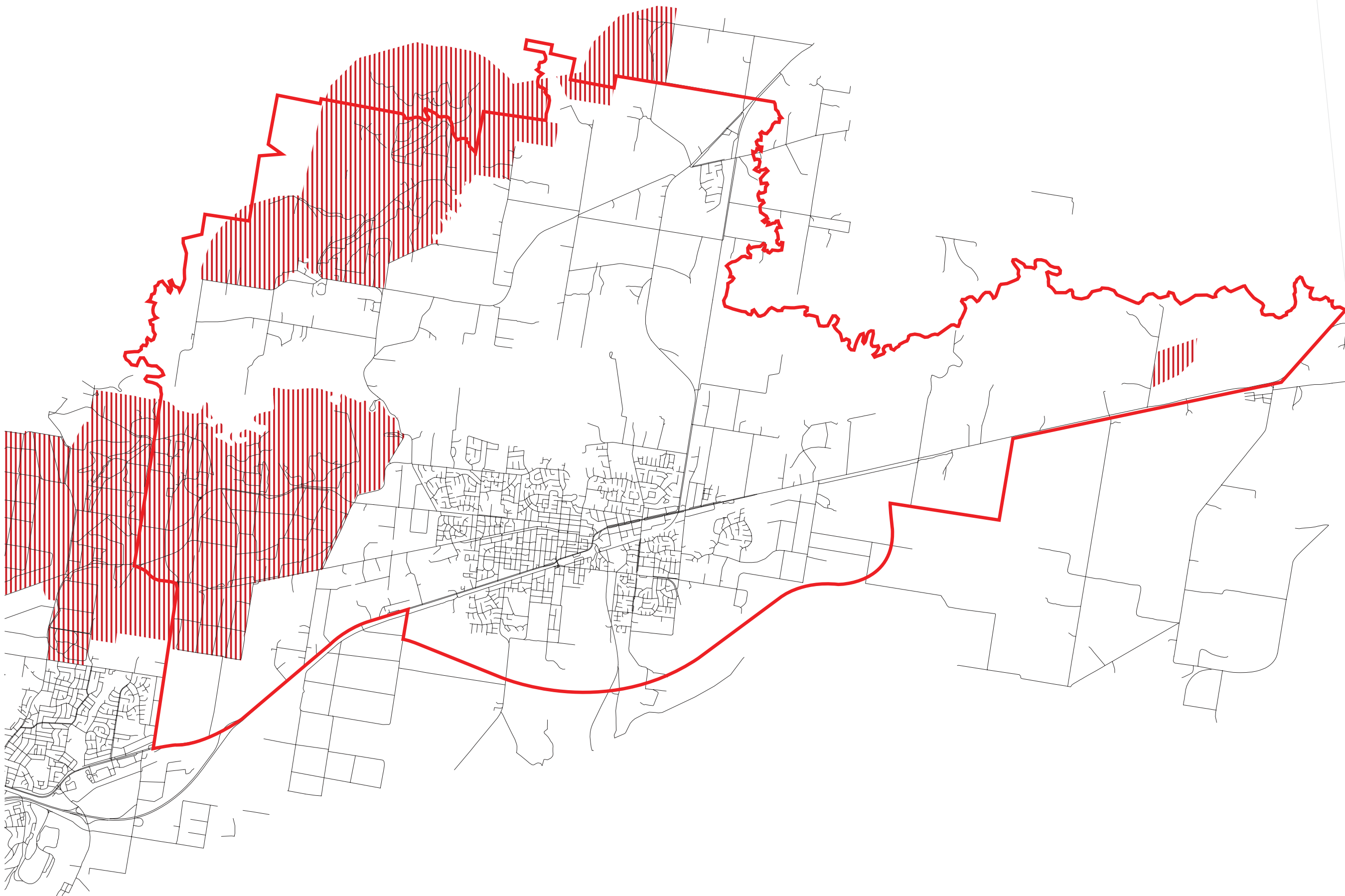


# traralgon growth area framework

## WMO / BMO steeply sloping land

### legend

WMO / BMO 



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Date: 20.08.2013  
Revision: D

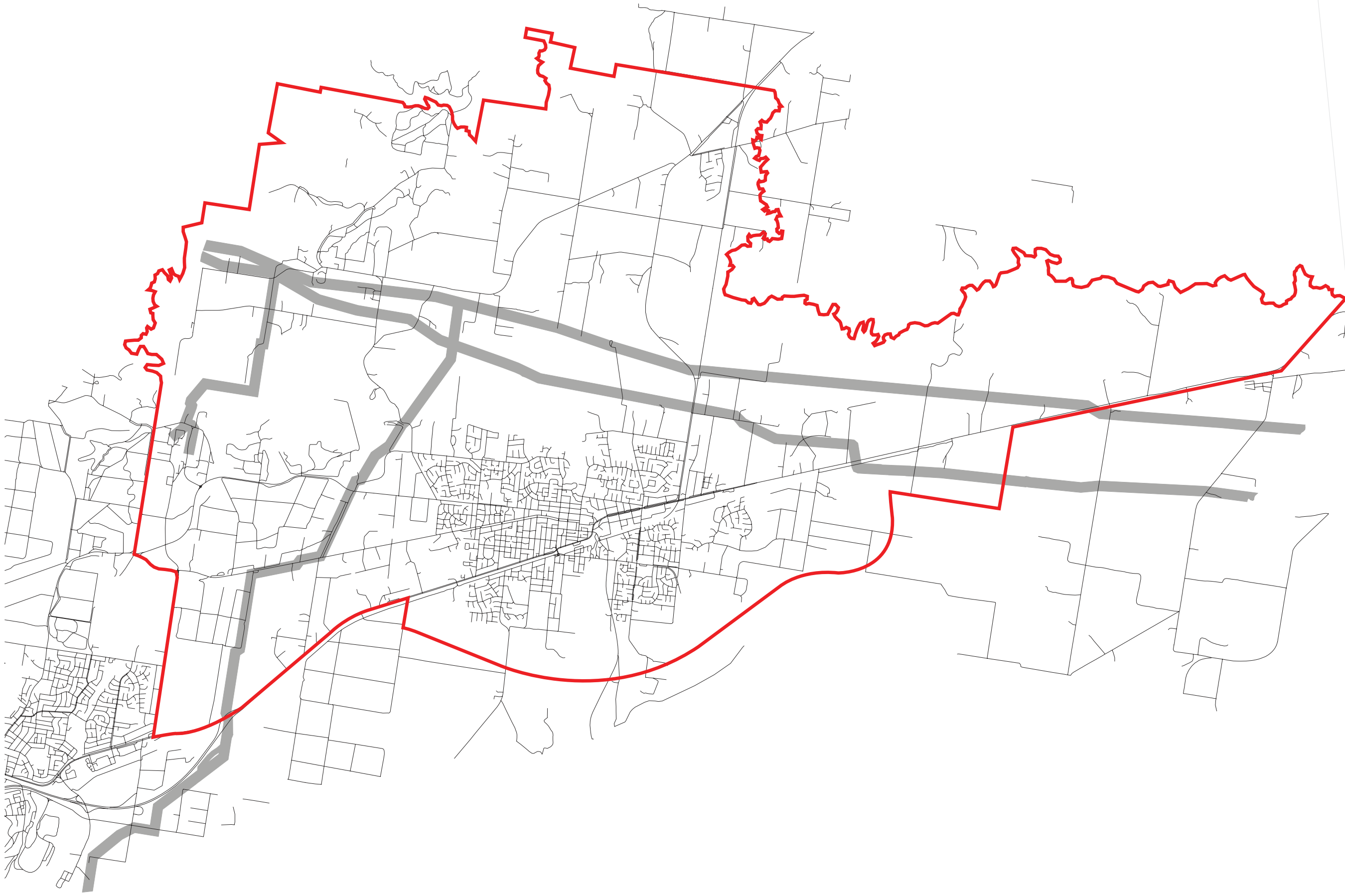


# traralgon growth area framework

## gas pipeline easements

### legend

DDO



Project Ref: 11.101  
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1:60000 @ A3  
Date: 20.08.2013  
Revision: D



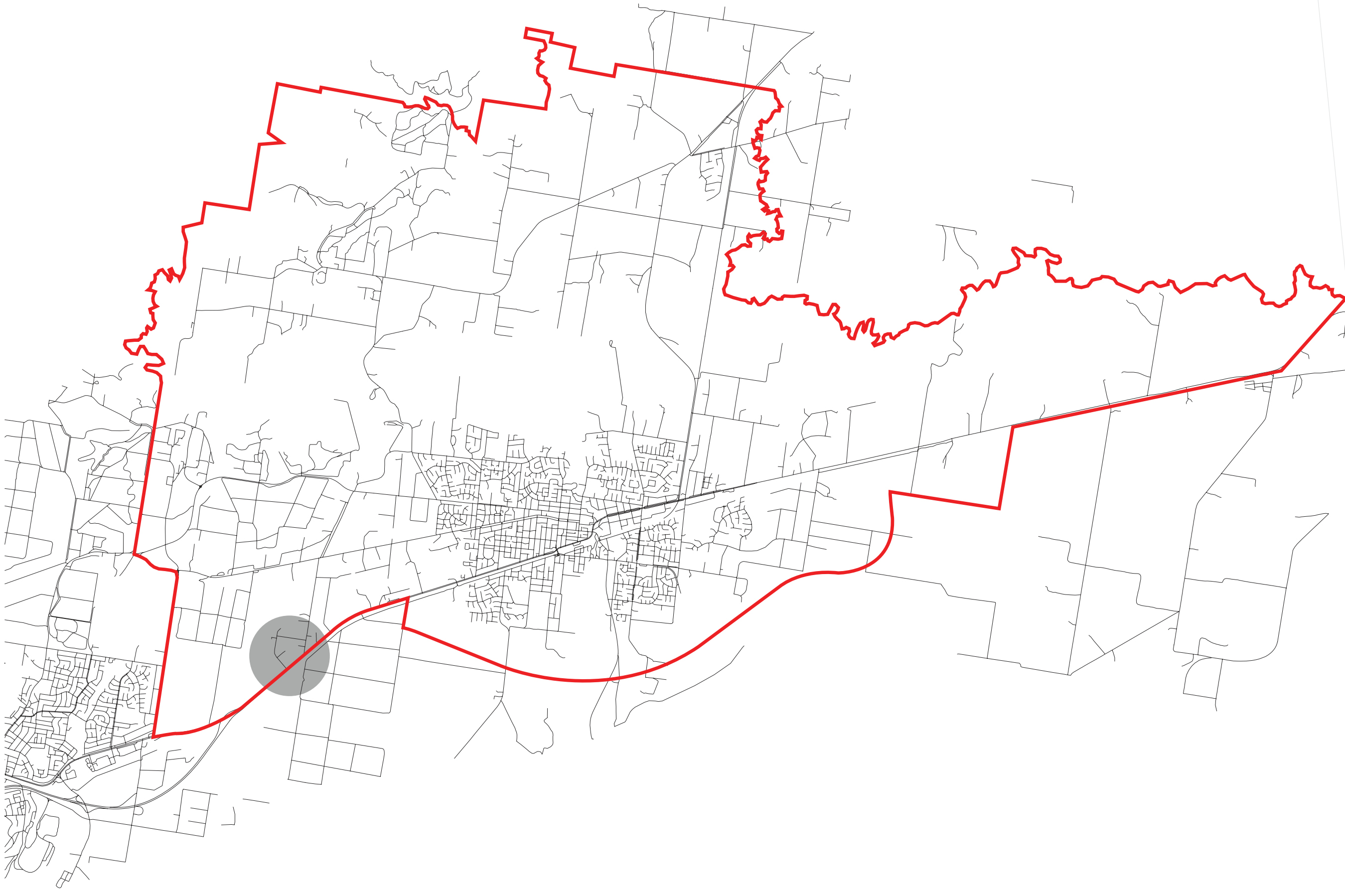


# traralgon growth area framework

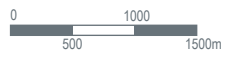
## hospital helipad

### legend

DDO 



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Date: 20.08.2013  
Revision: D





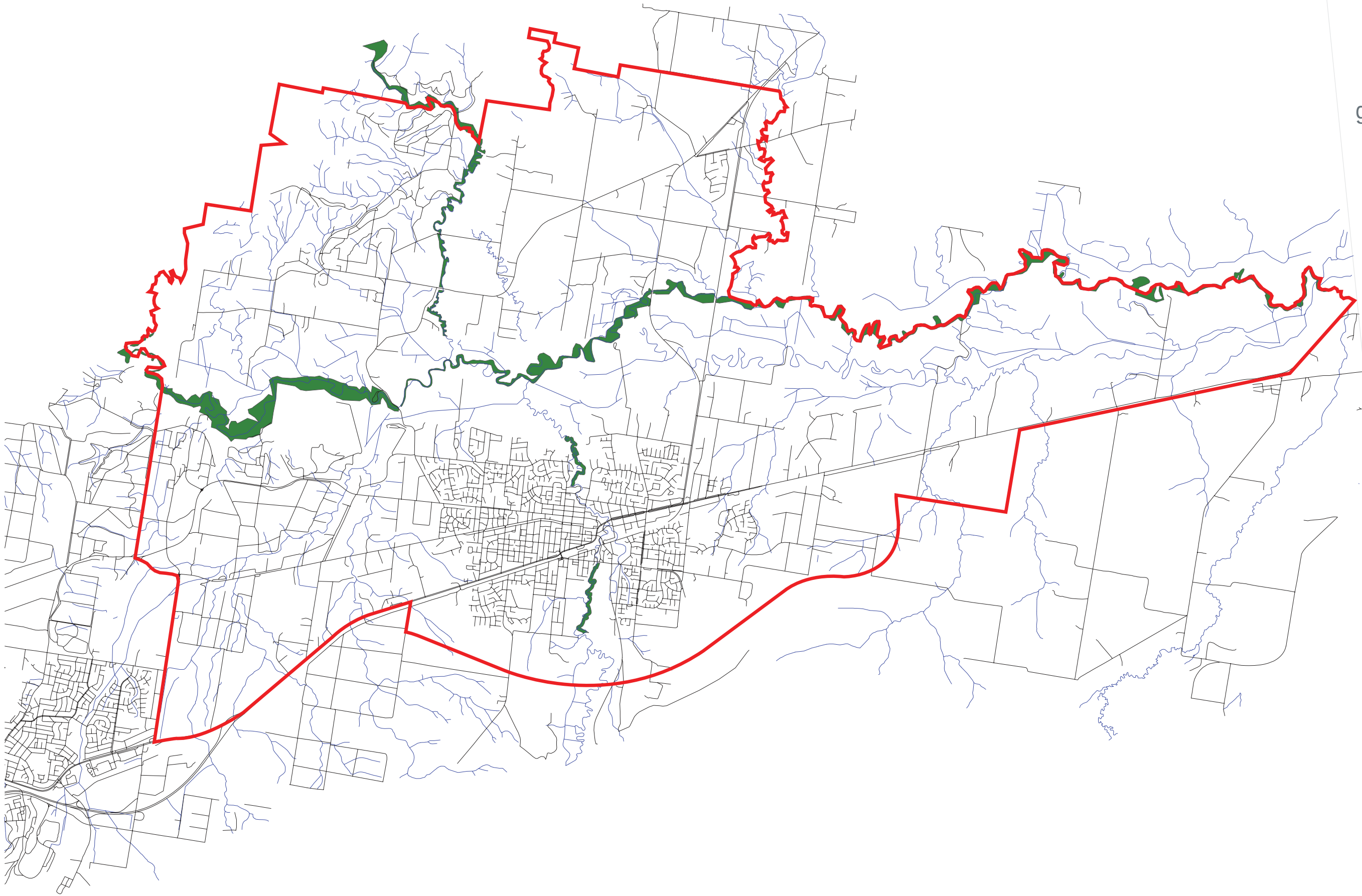


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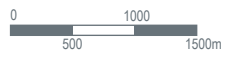
## ESO along waterways

### legend

- ESO 2 
- water courses 



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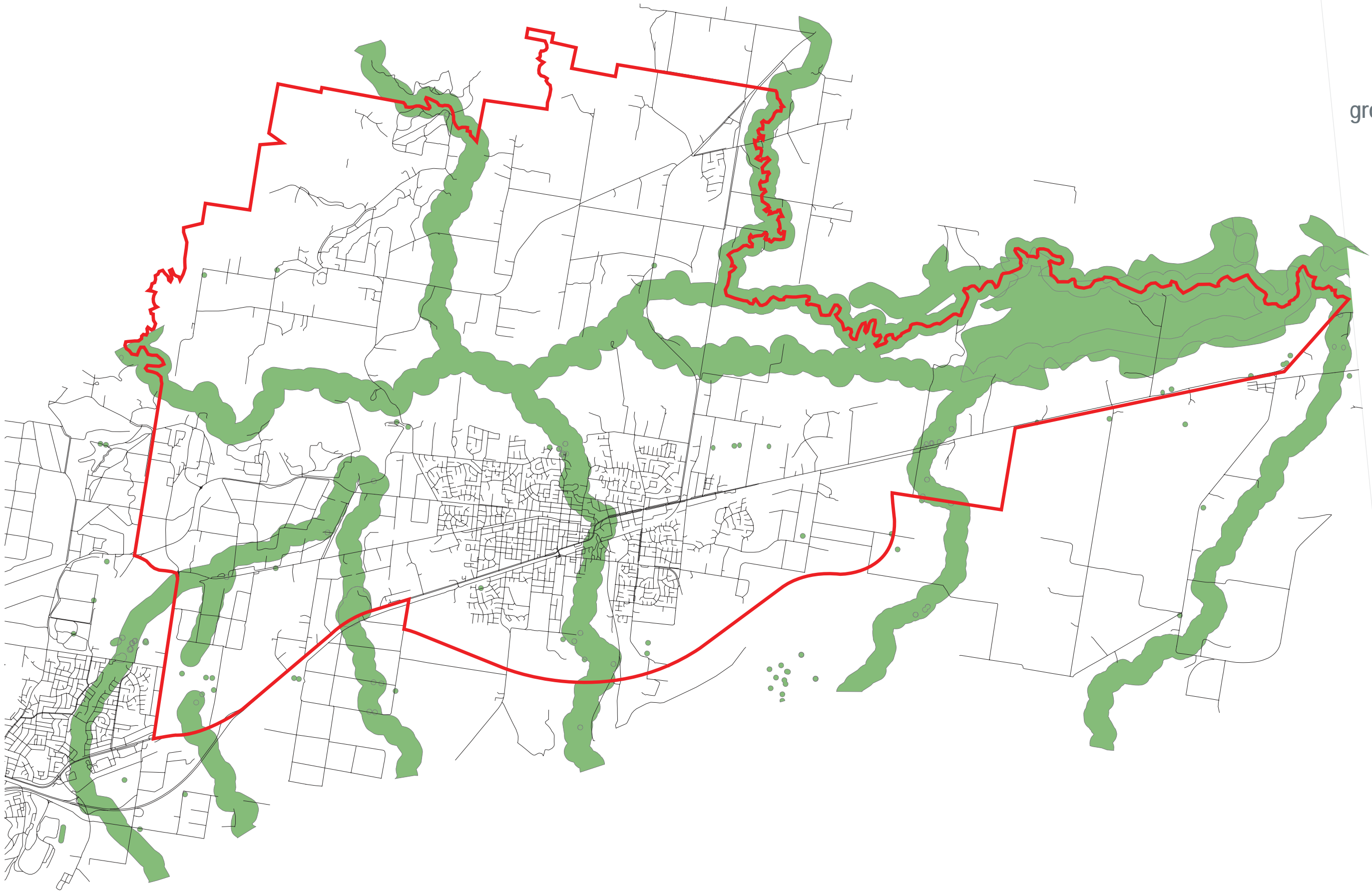


# traralgon growth area framework

## cultural heritage significance

### legend

cultural heritage  
significance 



Project Ref: 11.101  
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1:60000 @ A3  
Date: 20.08.2013  
Revision: D

